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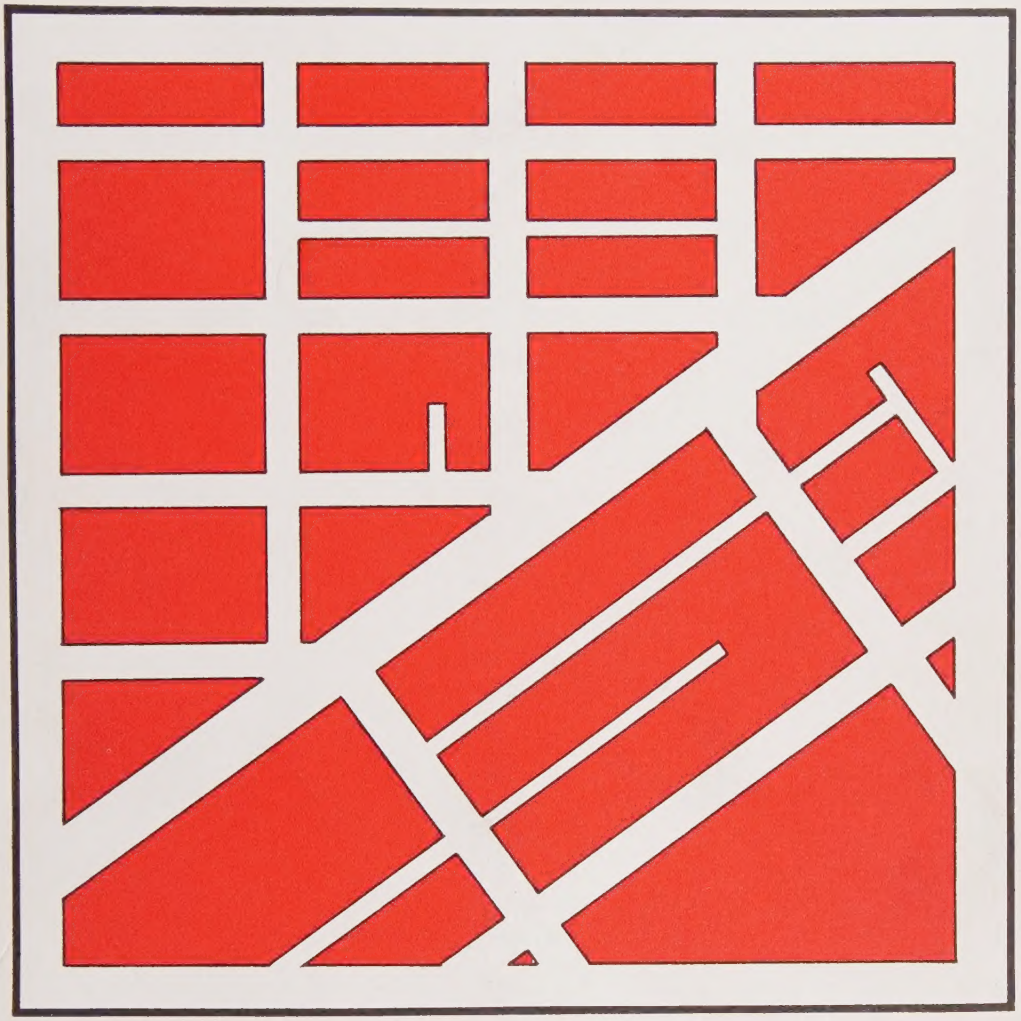
# DOWNTOWN



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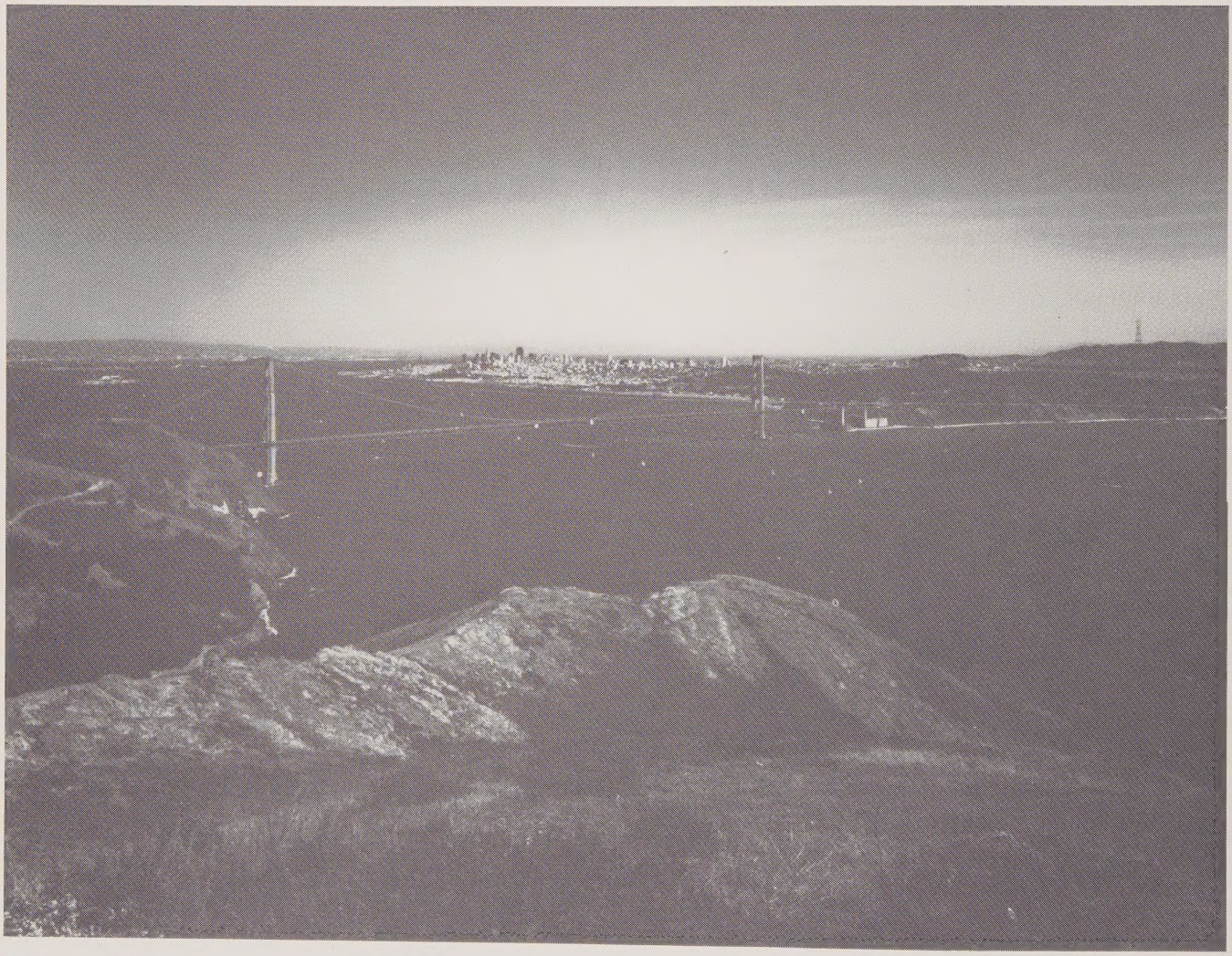
SAN FRANCISCO DEPARTMENT OF CITY PLANNING



SAN FRANCISCO FROM THE MARIN HEADLANDS

Malcolm Lubliner

83 0208!
[insert]

August 25, 1983

Today, the Department of City Planning presented its Downtown Plan to the City Planning Commission as a Draft for Citizen Review. Enclosed for your review is a copy of the Plan.

The Plan represents the first proposal for comprehensive revision of city policies and regulations for downtown development in 17 years. The Plan recognizes the need to foster a vital economy and provide jobs for city and Bay Area residents, but stresses that growth must be managed to maintain a compact downtown with a mix of activities and distinctive architecture and spaces that people find stimulating and reflective of a world city. Because the city's heritage and quality of life are at stake, continued growth will require adoption of policies that greatly strengthen existing ones and add new innovative approaches to controlling change. It will require new forms of cooperation from property owners, developers, business, conservationists, and city government.

We greatly appreciate your careful review of this Plan. Public hearings to receive comment on the Plan will begin in October. Further written comment is welcome at the Department, 450 McAllister Street, San Francisco, CA. 94102. The draft Environmental Impact Report will be published in January. Final action by the City Planning Commission is expected in late spring.

Due to the limited number of copies available and the anticipated demand for the Plan, distribution of the Plan will be limited to one copy per person.

If you have any questions regarding the Plan, please call 558-4541.

Sincerely,

Dean Macris

Dean Macris
Director of Planning

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https://archive.org/details/c124897620

DOWNTOWN PLAN AUGUST 29, 1983
ERRATA

1. p. 2 On lines 7 and 12 of the last paragraph "those" should read "new".

2. p. 12 Data presented in the text discussion of retail space are based on current 1983 development and proposed C-3 district boundaries while data presented in Table 2 reflect 1981 space and district boundaries. Therefore, the first line in the first paragraph should read "Downtown San Francisco's proposed C-3 districts currently".

3. p. 24 In the next to last paragraph in the second column, the first line should read, "There are no clear rules regarding how much...".

4. p. 27 On the next to the last line of the next to last paragraph, "additional" should read "total". Space to be built in YBC should be considered in addition to space under construction, approved, and under review discussed in other sections of this chapter.

5. p. 35 The third paragraph in the first column should read, "- - Add Mason Street parcels to C-3-G.".

6. .... The south side of Bush between Powell and Stockton except the parcel fronting on Stockton is proposed to be rezoned from C-3-G to RC-4. Therefore, the significant and contributory buildings in that area are erroneously included in the Plan, which is intended only to cover the proposed C-3 districts. In addition, two buildings (535 and 545 Powell) are already zoned RC-4 and are erroneously included in this Plan. Therefore, the following changes should be made:

p. 4 In the next to last paragraph in the first column, "271" should read "266.

p. 66 In the first full paragraph of the second column, "271" on line 2 should read "266", and "223" on line 5 should read "221". On the fifth line of the second to last paragraph in the second column, "271" should read "266", and on the fifth line of the last paragraph, "234" should read "229".

p. 68 Delete:

| | |
|---|---|
| "635 Bush | Crowley Apartments |
| 645 Bush | Angelus Apartments |
| 535 Powell | Harcourt's Gallery |
| 545 Powell | Family Club |
| 560 Powell | Chesterfield Apartments" |

p. 71 On the third line from the end of the second paragraph of the second column, "201' should read "200".

p. 72 Delete: "625 Bush Matabelle Apartments"

p. 74 In the first paragraph in the second column, "334" should read "326", "117 should read "112", "144" should read "143", and "73" should read "71".

7. p. 89 Map 14 - The district bounded by Pine, Stockton, California, and Grant should be labeled "80' - 130' F" rather than 80' - 140' E". The district bounded by Mission, Third, Howard and the YBC Open Space district should be labeled "160' F".

8. p. 92 In Figure 8, Chart A, the rule governing the height of the base of a structure should read, "Height of the Base Zone may not exceed 1.25 times the width of the abutting street,..."

9. p. 103 In the first sentence in the third paragraph of the first column, "Table 14" should read, "Table 13".

10. p. 105 In the first full paragraph of the second column the eighth line should read, "...allowed to project up to one foot...".

11. p. 126 In the first full paragraph in the second column, "Map 1" should read "Map 16".

12. p. 143 In the last paragraph of the first column on the fifth line, "Figure 20" should read "Figure 19, page 124".

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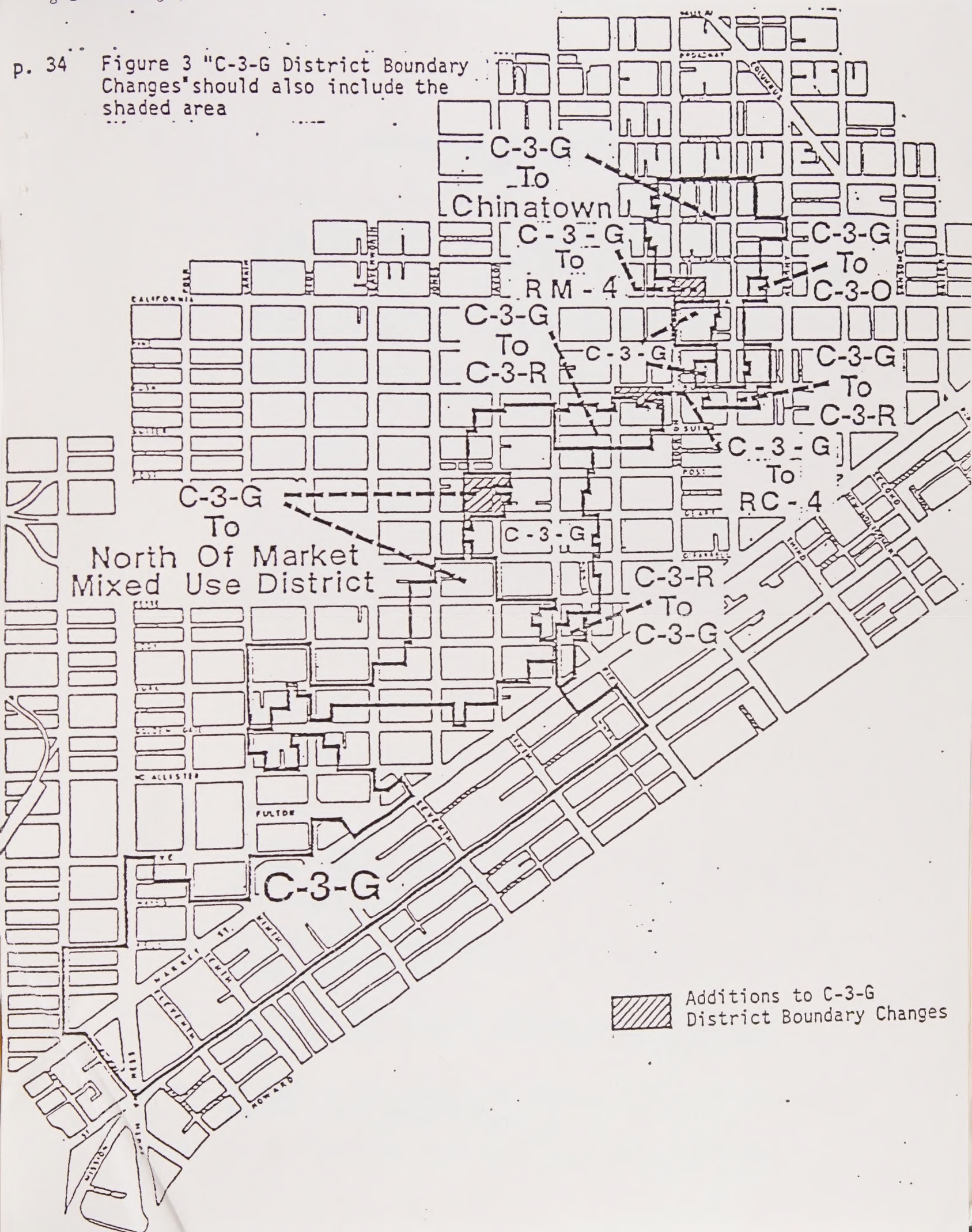
ERRATA

p. 34 Figure 3 "C-3-G District Boundary Changes" should also include the shaded area



DOWNTOWN PLAN November 15, 1983
ERRATA

p. 2 On lines 7 and 12 of the last paragraph "those" should read "new".

p. 4 In the left column, line 11, delete "(west of YBC)".
In the left column, 10th line from the bottom "271" should read "266".

p. 12 The left line in the first paragraph should read "Downtown San Francisco's proposed C-3 districts currently . . .".

p. 23 Replace Map 5 with new Map 5. Note changes in the block bounded by Kearny, Clay, Montgomery and Washington and in the block bounded by Sixth, Mission, Seventh and Howard.

p. 24 In the next to last paragraph in the right column, the first line should read, "There are no clear rules regarding how much...".

p. 27 In the right column the last 2 sentences of the first paragraph should be replaced by, "The district's base FAR could be increased to the height and bulk limits with Transferrable Development Rights. Except for the difference in base FAR, the district will have all the attributes of the C-3-O district. The base FAR would be 6:1, but the ground floor uses which are to be excluded from the FAR calculation in the C-3-O (see p. 29) would be excluded here as well. Thus, the effective base FAR would be equivalent to the existing 7:1."

In the right column, fifth line of the second paragraph, "7:1" should read "6:1".

In the right column, 8th line from the bottom, "an additional" should read "a total of".

p. 31 Replace Figure 2 with new Figure 2.

p. 34 Replace Figure 3 with new Figure 3. Note the changes in the blocks bounded by: Stockton, California, Grant, and Sacramento; Powell, Sutter, Stockton and Bush; and in the area bounded by Jones, Geary, Mason & Post.

p. 35 Following the second paragraph in the left column, "- - Add Mason Street parcels to C-3-R" should read - - "Add Mason Street parcels to C-3-G.".

p. 51 In the sixth line from the bottom in the left column, "Jessie" should read "Natoma" and "(0.72 acres)" should read "(0.29 acres)".

p. 54 In Figure 5, row "Greenhouse", column 2, "Higher if ceiling not exposed to sky" should be added.

p. 57 In the right column, line 13, "would" should read "should".

p. 66 In the right column, line 5, "271" should read "266" and in line 8, "223" should read "219". At the end of the first paragraph under "Transferable Development Rights" add "(See further discussion on page 5)." In the fifteenth line from the bottom, "271" should read "266" and in the fourth line from the bottom, "234" should read "229".

p. 67 Map 12 should be replaced with new Map 12. Note the changes in the blocks bounded by: Van Ness Avenue, Oak, Franklin and Fell; Sixth, Mission, Fifth and Market; Howard, Fremont, Folsom and Beale; Howard, Main, Folsom and Spear; Grant, Post, Kearny and Sutter; Powell, Sutter, Stockton and Bush; California, Stockton, Pine and Grant; Pine, Stockton, Bush and Kearny; and Sansome, Clay, Battery and Washington.

p. 68 Delete:

| | |
|---|---|
| "635 Bush | Crowley |
| 645 Bush | Angelus Apartments |
| 535 Powell | Harcourt's Gallery |
| 545 Powell | Family Club |
| 560 Powell | Chesterfield |

p. 71 In the left column, the seventh line under Category III buildings, "21" should read "22".

In Table 6, "447 Battery - Thierbach Coffee" should be added to category III buildings.

In the right column, third line from the bottom of the second paragraph "201" should read "197".

p. 72 Delete:

| | |
|---|---|
| "625 Bush | Matabelle Apartments" |
| "613 Market" | |
| "621 Market" | |
| "17 New Montgomery" | |

p. 74 In the first paragraph in the second column, "334" should read "323", "117 should read "112", "144" should read "140" and "73" should read "71".

p. 89 Replace Map 14 with new Map 14. Note the changes in the blocks bounded by: Mission, Fourth, Howard and Third; Howard, Fremont, Folsom and Beale; California, Stockton, Pine and Grant; and in the area bounded by Taylor, Market, Mason and Eddy. Also, note the revised configuration of the 25 foot setback at 90 foot height and the revised boundary for the 120-X height district just east of the Fourth Street corridor and in the areas bounded by Market, Tenth, Mission, and Seventh and Market, Fell, Van Ness and Hayes.

p. 92 In Figure 8, Chart A, the rule governing the height of the base of a structure should read, "Height of the Base Zone may not exceed 1.25 times the width of the abutting street,..."

p. 93 Left column, fifth line from the bottom, "170" should read "160".

p. 96 The last paragraph and Table 9 should be replaced with the enclosed gummed label.

p. 98 In Table 10, third row under "8 to 13 mph", second column, "high" should read "light".

p. 101 Map 15 should be replaced with new Map 15. Note changes in the blocks bounded by: Market, Fourth, Mission and Fifth; Market, Sixth, Mission and Fifth; Market, Seventh, Mission and Eighth; Sacramento, Battery, California, and Front; California, Front, Pine and Davis; Washington, Kearny, Clay and Montgomery; Clay, Kearny, Sacramento, and Montgomery; California, Stockton, Pine and Grant; California, Grant, Pine and Kearny; Geary, Mason, O'Farrell and Powell; Geary, Powell, O'Farrell, and Stockton; and in the area bounded by Clay, Battery, Sacramento and Davis. Also, note that the yellow line for mandatory sunlight access for sidewalks extends to Franklin and Market.

p. 103 In the first sentence in the third paragraph of the left column, "Table 14" should read, "Table 13".

p. 105 In the first full paragraph of the second column the eighth line should read, "...allowed to project up to one foot,...".

P. 124 Figure 19, in the row headed by "Jessie" delete "Second to First Street . . . of the alley." Insert at the bottom of the figure, the following row:

| | | | |
|---|---|---|---|
| "Midblock Walkway from Market to Mission | Block bounded by Seventh and Eight | Pedestrian walkway | Provide new exclusive pedestrian midblock connection. |

p. 126 In the right column, line 3, "Map 1" should read "Map 16". In line 11 "Site 3" should read "Site 1".

In Table 20, first row, columns 4 and 5, "+ 750" should read "750" and in row 5, columns 4 and 5, "+ 350" should read "350".

p. 133 In the right column, line 2, "C-3 zones" should read "financial and retail districts".

p. 134 In the right column, third paragraph, line 3, "no lower" should read "no higher".

City and County of San Francisco Department of City Planning

November 18, 1983

The Downtown Plan was published on August 25, 1983. Along with copies of the Plan we have been providing updated errata from time to time as we discovered errors in the first printing. Not knowing when you picked up your copy, we are sending you a definitive errata which we hope is now complete.

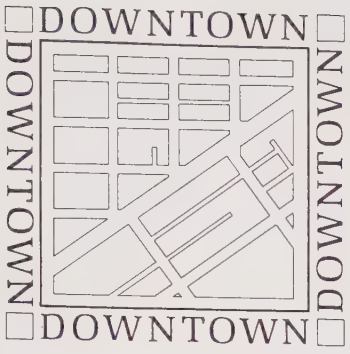
Revised copies of maps 5, 12, 14, 15 and figures 2 and 3 are also enclosed along with a gummed label to be inserted on page 96.

Additional copies of the enclosed material are available from the Department at 450 McAllister Street, San Francisco.

Sincerely,

George Williams
Assistant Director
Plans and Programs

(415) 558-4656 450 McAllister Street San Francisco, CA 94102




# THE DOWNTOWN PLAN

## PROPOSAL FOR CITIZEN REVIEW

Department of City Planning
City and County of San Francisco
August 1983

DOWNTOWN SKYLINE FROM RUSSIAN HILL

Malcolm Lubliner

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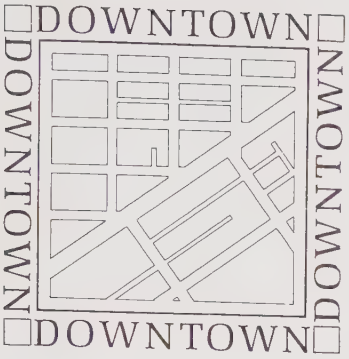



# INTRODUCTION

This report is the recommended Plan for downtown San Francisco. The proposals contained here are submitted to the City Planning Commission, as well as to the residents of the city and other affected parties for review and comment.

The Plan is the work of the Department of City Planning. It has been in preparation for many months, and represents a thorough evaluation--perhaps unequalled by any other major city--of the potential and limits to development and preservation. The process of gathering information for the Plan was exhaustive, involving historical research, lot-by-lot surveys of physical conditions, and specialized analyses by recognized experts in building and preservation.

The Plan was prepared with the full understanding of public concern in recent years over the degree of change occurring downtown--and of the often conflicting civic objectives between fostering a vital economy and retaining the urban patterns and structures which collectively form the physical essence of San Francisco.

## The Downtown Plan

San Francisco is one of the world's great cities. Public policies, including those in the city's Master Plan, envision San Francisco as an international leader in commerce and finance. This Plan proposes a downtown that can evolve in accordance with that role.

The Plan foresees a downtown known the world over as a center of ideas, services and trade and as a place for stimulating experiences. In essence, downtown San Francisco should encompass a compact mix of activities, historical values, and distinctive architecture and urban forms that engender a special excitement reflective of a world city.

The Downtown Plan recommends actions now to accomplish these objectives by the turn of the century. It recommends redirecting office growth to suitable sites and preserving permanently nearly 300 buildings that if saved would link people with the city's legends and architectural past.

# INTRODUCTION

The Plan designates architectural conservation districts within downtown and proposes actions to keep the city's central retail core sunny and pleasant. It clearly defines the boundaries of downtown to prevent big buildings from encroaching into the Tenderloin, North Beach, Chinatown and certain places in the South of Market.

The Plan establishes requirements to create interesting and useful open spaces for people and recommends a program to produce more public art, historically considered a measure of world cities. It recommends methods for shaping new buildings with architectural styles more integrated with San Francisco's urban setting. The Plan advocates incentives to build housing in selected downtown locations, a characteristic of great urban centers.

## Growth and Downtown

The Plan recognizes the need to create jobs, especially for San Franciscans, and to continue San Francisco's role as an international center of commerce and services. New jobs to enhance these city functions, to expand employment opportunities and to provide added tax resources, make downtown growth at a reasonable scale a desirable course for the city.

The focus of the Plan, therefore, is to make possible appropriate growth but to manage vigorously its effects--preventing building where change would diminish the city's character or livability but accommodating development that would further the city's economic and social objectives.

If the Plan's transportation and housing policies and targets, its recommendations for the height, bulk, and density of buildings, and open space features are followed, the rate of growth projected for the city can continue without adverse consequences. On the other hand, if this Plan or proposals similar in nature or intent are not followed, the growth rate may need to be slowed as a matter of deliberate public policy.

Key sections of the Plan identify what must be done to absorb new job growth in San Francisco, particularly in two critical supporting systems--transportation and housing. The challenge will be formidable. The Plan contains these basic targets: an average of 1,000 to 1,500 housing units should be built a year to ensure that increased employment will not adversely affect the San Francisco housing market. It also indicates that ridesharing must be expanded to a point where the number of persons commuting by auto or van increases from 1.4 to 1.6 persons per vehicle. The use of transit by downtown workers must increase from 55% to 62% of all work trips in order to avoid unacceptable levels of congestion.

The maximum potential for growth under the recommended Plan is considerably less than under the current Planning Code. The existing Code permits a level of growth far in excess of what can be realistically expected or, more importantly, what is desirable.

The Plan reaches a balance between preservation and development, allowing a reasonable difference between existing development and the projected need for new space in various use categories.

Changing circumstances, including the policy recommendations of this Plan, can alter forecasts. Clearly, it is impossible to know with certainty whether job growth downtown will persist at a steady rate over a long period requiring equivalent amounts of new office space.

Nevertheless, the Plan assumes that as many as 100,000 new jobs could be added downtown by the year 2000. Downtown provides the principal source of new jobs for city residents. Currently, 56 percent of the 280,000 existing downtown jobs are held by San Franciscans. A likely distribution of those jobs by occupation is: professional, technical, managerial, administrative, about 50%; clerical, sales, and service, about 40%; crafts, operatives, and other, about 10%. A likely distribution of those jobs by wages and salaries is: less than $15,000, about 25%; $15,000-$24,999 about 34%; $25,000-$49,999, about 30%; and $50,000 and above about 11%. Because, as these distribution forecasts show, new jobs are expected to provide opportunities at all skill and wage levels, many will be held by San Franciscans.

The City Planning Commission now requires the sponsors of new downtown buildings to notify the city at least six months prior to project completion, of prospective building tenants and job opportunities, particularly entry level positions. This information is used to design and structure job training programs and help direct those seeking employment to job opportunities. These efforts should be intensified with new methods initiated to increase the percentage of new jobs going to San Franciscans.

During the development of the Plan, the Department seriously considered whether the city should limit growth in new office space to some annual amount. Because the amount of office space construction experienced by the city recently has been above past yearly averages, an annual limit, as a growth management tool, has considerable appeal. But, among other concerns, there seems to be no way of reasonably assuring that such a system would not impose adverse economic or environmental effects on San Francisco. Moreover, as indicated earlier, the policies of the Plan, if carried out, would accommodate projected downtown growth and mitigate its adverse effects. An annual limit, therefore, is not recommended in the Plan because it is not needed at this time.

Despite the Department's conclusion that an annual limit is not required now, the Commission should encourage further discussion of the idea, giving special attention to the risks involved in such a system and how it might be implemented.

### Monitoring the Effects of the Plan

The Plan is consistent with other programs already established to offset the impacts of downtown growth. These include the imposition of a Transit Development Fee assessing new office construction $5 per foot to assist in expanding public transit, and the Office-Housing Production Program requiring housing assistance in proportion to office space added. These programs are already underway and, therefore, their importance in meeting the objectives of this Plan is not reviewed here.

In the end, the key to the Plan, of course, is the adoption of its recommendations, and the extent to which the policies are successful in creating a better city. A formal method should be established for determining progress toward Plan objectives. Once the Plan and related Code amendments are adopted the Department would propose to monitor the effects, and to present to the City Planning Commission, Mayor, and Board of Supervisors an annual status report on the extent of downtown growth, its consequences, and the effectiveness of policies in maintaining San Francisco's renowned environment and character.

# INTRODUCTION

## PRINCIPAL FEATURES OF THE PLAN

- The Plan controls the overall scale and intensity of downtown building by:

  reducing the overall allowable density downtown through lowered base floor area ratios (FARs). Changes include:

  | | |
  |---|---|
  | C-3-O district | from 14:1 to 10:1 |
  | C-3-R district | from 10:1 to 6:1 |
  | C-3-G district | from 10:1 to 8:1 |
  | C-3-S district (west of YBC) | from 7:1 to 6:1 |

- The Plan redirects downtown office expansion south of Market Street by:

  establishing a Special Development District between Howard and Folsom Streets east of YBC;

  reducing the area of the highest permitted heights and shifting it to include the south side of Mission Street near the Transbay Terminal;

  lowering heights significantly in areas north of Market, where significant groupings of smaller buildings, such as those on Belden and Front Streets, are located within the highrise office core.

- The Plan requires smaller, thinner, and more finely detailed buildings by:

  lowering the overall maximum permitted heights throughout the C-3 district;

  requiring new bulk controls that taper buildings at the upper levels;

  requiring more expressive, sculptured building tops;

  requiring design review of all major projects.

- The Plan preserves architecturally significant buildings by:

  requiring preservation of 271 highly rated architecturally significant buildings and permitting the transfer of unused development (TDR) potential from these preserved buildings to sites with no significant structures;

  creating several conservation districts to encourage the preservation of important "contextual" buildings near more highly rated structures.

- The Plan creates a new open space and public arts program by:

  requiring open space to be provided in all new developments in proportion to the size of the building, as follows:

  | | |
  |---|---|
  | C-3-O | 1:50* |
  | C-3-R | 1:100 |
  | C-3-G | 1:50 |
  | C-3-S | 1:50 |

  * 1 square foot of open space for each 50 square feet of building area

  permitting the transfer of development (TDR) potential from privately developed open space to development opportunity sites;

  requiring and developing public open space, especially on several identified sites in the south of Market area, to serve the expansion of the office core;

  requiring one percent of total project cost be used as a resource for public artworks.

- The Plan preserves sunlight access to selected streets and open spaces by:

  adopting height limits and solar access standards to assure direct sunlight during the critical times of the day to important public open spaces and sidewalks in areas with smaller buildings.

- The Plan creates new areas of housing within and near the downtown by:

  establishing the Van Ness Avenue corridor as a mixed use high density corridor with housing above commercial space;

  rezoning the Rincon Hill as a high density predominantly residential area;

  permitting housing to be built to the limits of the height and bulk regulations in the C-3-G and C-3-S districts without counting the housing in the project floor area ratio limits.

- The Plan proposes to continue accessibility within the city and region by:

  continuing to give priority to transit as the best means of accommodating additional work trips to the downtown;

  advocating extension of BART to the San Francisco Airport;

  calling for studies on the feasibility of constructing the Geary-Third Street MUNI Metro, as well as for studies of the feasibility of extending light rail transit to Marin County;

  increasing vehicle occupancy during work trips using incentives to carpool and vanpool;

  providing new commuter parking spaces at the periphery of the C-3 district but only to replace those lost in the downtown core.

- The Plan improves circulation within the downtown environment by:

  expanding the system of transit preferential streets for movement of buses downtown;

  requiring sufficient off-street loading and service vehicle parking for all new developments including tour bus loading for hotels.

- The Plan contains two important concepts: Floor Area Ratio (FAR) and Transfer of Development Rights (TDR).

  One way to control the size of a building is to limit its overall volume. The Planning Code of the city currently does this through floor area ratio limits. Floor area ratio means the ratio of the space (floor area) in a building to the size of the lot. For example, an FAR of 10 to 1 means that ten square feet of building area may be built for each square foot of lot area. If the size of the lot were 25,000 square feet and the FAR were 10 to 1, the building could contain 250,000 square feet.

  Under the current Code, the FAR for a given lot is computed on all property included as part of the development site. The development site may contain more than one parcel of land provided that the parcels included in the calculation of FAR are adjacent to each other. Assuming there were no other restrictions, it would be possible at a 10 to 1 FAR to build a ten story building covering 100% of the lot, a 20-story building covering 50% of the lot, or a 40-story building covering 25% of the lot. The development site may also contain an existing building. However, the square footage of the existing building would reduce the amount of square footage allowed in the new building.

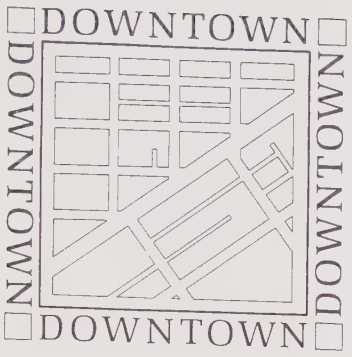
  The Downtown Plan continues to use FAR as a means of controlling building size. However, it no longer requires, for FAR purposes, that all parcels making up the development site be adjacent to one another. Under the Plan, the development rights from a new park or plaza developed according to Plan guidelines could be transferred to a new development on a non-adjacent parcel. Similarily, the unused development rights from an architecturally important building designated in the Plan, could be transferred to a new development on a non-adjacent parcel.

  Development rights could be transferred to any parcel or parcels within the same zoning district if the height, bulk, and other rules of this Plan would permit the increased square footage. TDRs could also be used in a special development district immediately south of the existing C-3-O district where increased densities are appropriate. Since the square footage is simply transferred from one lot to another, the total allowable density downtown would not be increased.

  The purpose of this TDR process is to obtain more useful open space downtown and to preserve existing buildings with architectural characteristics that make downtown visually attractive.

DOWNTOWN SKYLINE FROM RUSSIAN HILL

Malcolm Lubliner




# SPACE FOR COMMERCE

OFFICES, STORES, HOTELS,
RESTAURANTS, SERVICES . . .
VERTICAL STACKING, HORIZONTAL
EXPANSION . . . NEW BUILDINGS,
CONVERSIONS. . . MIXED USE,
SPECIALIZED DISTRICTS . . .
PROVIDING SUFFICIENT SPACE
FOR COMMERCE.

## BACKGROUND

Few issues stimulate as much public debate as do downtown development and implications of the recent unprecendented growth in new office construction.

The C-3 districts of downtown San Francisco represent the largest concentration of commercial activity and employment in the Bay Region. There are four principal kinds of commercial uses downtown: office, retail, hotel, and support commercial. The demand for these various types of space and the implications of accommodating that demand are primary concerns of this Plan. This chapter contains background discussion and proposes objectives and policies with respect to the four types of commercial uses. These objectives and policies would be implemented primarily through land use and zoning proposals presented at the end of this chapter.

## OFFICE SPACE

Office space in downtown San Francisco provides the city and Bay Area with an active source of employment and a strong economic base that generates activity and employment in other sectors of the local and regional economy. More than 60 million square feet of office space combine with about 40 million square feet of retail, hotel, housing, cultural, institutional, industrial and other related space in the C-3 district. This total of over 100 million square feet of space provides employment opportunities for more than 280,000 city and Bay Area residents.

A wide variety of business activities are conducted in downtown office space. Corporate headquarters, financial institutions, insurance companies, major utilities, business and professional services occupy more than 42 million square feet in the primary office (C-3-O)

district. Over 220,000 office workers are employed in a wide range of managerial, professional, clerical, and less skilled occupations. serving international, national, regional, and local markets. These activities include executive, administrative and information processing functions. Rental rates for space in this district are among the highest in the region, reflecting the desirability of this location.

In addition to office space in the C-3-O district, almost five million square feet of office space are located in the C-3-R district. Another nine million square feet are in the C-3-G district, and five million square feet are in the C-3-S district. In addition to the primary office activities, office space in these areas contains government services, wholesaling, display, customer services, import-export trade, and retail service businesses.

### Trends

The supply of downtown office space has shown unprecedented growth in recent years. During the 17 years between 1965 and 1981 office building construction in the city more than doubled, growing from 26 million square feet to 55 million square feet. This represents an average annual growth rate of more than 1.7 million square feet per year. Most of this space was built in the C-3 districts (see Table 1).

Most of the rapid growth has occurred in the C-3-O district, where corporate, administrative, managerial, real estate, advertising and public relations firms value the prestige and image of a location in downtown San Francisco and benefit from close physical proximity and face-to-face contacts (see Map 1). Demand for C-3-O locations has remained strong. Competition for space in the more desirable locations has supported higher rents, spurred new construction, and expanded the size of the office district. As this has occurred, those office activities such as smaller businesses which are more sensitive to the cost of a central location have shifted to peripheral locations. They have brought pressure for conversion of non-office uses--such as retail, housing, and light industry--to office space. Other office activities particularly susceptible to automation and requiring buildings with large floor areas (such as information processing or "back office" functions) have sought more outlying sites and in some cases have chosen locations outside the C-3 districts to meet their space needs.

In addition to concern about displacement of non-office activities and loss of large "back office" activities, rapid growth of downtown office space has led to concern about the physical scale of development and its effect on urban form including skyline, sunlight and wind, open space, preservation of architecturally important buildings, and transportation.

As long as potential problems in these areas are avoided, downtown will remain the primary location for those activities of commerce attracted to San Francisco for its "image," its accessibility, close association with similar firms, support commercial services available, the variety of restaurants, entertainment, clubs, hotels, retail services, and the generally urbane quality of the environment.

### Potential Growth

A number of variables can affect future growth in downtown San Francisco. These include the condition of national, state, and regional economies, costs of land and construction, business location decisions, labor force trends, and local development controls.

Growth could follow a pattern similar to the trend since 1965. Between 1965 and 1983 about 36 million square feet of office space were added. By the end of the century as much as another 24 million square feet could be added in the C-3 district.

About 1.1 million square feet are currently under construction. About 3.2 million square feet have been approved for construction and 4.1 million square feet are currently under review. In addition to this amount, another 16 million square feet of office space could be added. This would total 85 million square feet of office space in the C-3 district and employment opportunities for 315,000 city and Bay Area residents.

Map 1

Constructed 1965-1975

Constructed 1976-1983

Approved for Construction

Existing
C-3 District Boundary

N

## DEVELOPMENT SINCE 1965

TABLE I

C-3 DISTRICT OFFICE BUILDINGS
WITH MORE THAN 100,000 SQUARE FEET
CONSTRUCTED 1965-1983

| Name and Address | C-3 District | Year Completed | Number Stories/ Height | Gross Floor Area | Floor Area Ratio |
|---|---|---|---|---|---|
| 160 Spear | O | 1983 | 19/240' | 306,500 | 12.2 |
| 135 Main | O | 1983 | 22/340' | 264,600 | 14.0 |
| 101 Mission | O | 1983 | 20/273' | 219,350 | 17.4 |
| Five Fremont Center | O | 1983 | 43/600' | 843,000 | 13.8 |
| One Sansome | O | 1983 | 40/580' | 610,000 | 18.0 |
| 101 Montgomery | O | 1983 | 28/405' | 277,000 | 22.0 |
| 580 California | O | 1983 | 23/320' | 340,000 | 21.2 |
| 456 Montgomery | O | 1983 | 24/378' | 233,050 | 18.8 |
| Bank of Canton, 555 Montgomery | O | 1983 | 18/282' | 230,440 | 13.9 |
| Washington-Montgomery | O | 1983 | 24/300' | 331,700 | 19.0 |
| 1175 Market | G | 1983 | 11/150' | 147,500 | 10.0 |
| Pacific Gateway | O | 1983 | 30/416' | 571,000 | 8.2 |
| Federal Reserve Bank, 101 Market | O | 1983 | 12/195' | 640,000 | 4.8 |
| Ecker Square, 25 Jessie | O | 1983 | 18/279' | 111,000 | 13.9 |
| 353 Sacramento | O | 1983 | 25/351' | 277,000 | 15.8 |
| Convention Plaza | S | 1983 | 12/160' | 339,000 | 10.0 |
| 150 Spear | O | 1982 | 20/200' | 330,300 | 17.4 |
| Crocker Bank, 1 Montgomery | O | 1982 | 38/500' | 875,000 | 9.4* |
| 101 California | O | 1982 | 48/600' | 1,289,700 | 17.0 |
| Four Embarcadero Center | O | 1982 | 45/569' | 1,037,878 | 14.0 |
| Yerba Buena Center West | S | 1982 | 6/86' | 335,000 | 6.0 |
| Apparel Mart II | R | 1981 | 16/150' | 250,000 | 3.6 |
| Shaklee, 444 Market | O | 1980 | 38/542' | 706,500 | 25.6 |
| Pacific Mutual, 505 Sansome | O | 1980 | 19/237' | 190,027 | 16.6 |
| Borel, 180 Howard | S | 1980 | 13/160' | 223,208 | 11.8 |
| Bechtel, 333 Market | O | 1979 | 33/474' | 600,600 | 13.6 |
| Marathon, 595 Market | O | 1979 | 31/402' | 451,000 | 15.3 |
| Bank of the West, 180 Montgomery | O | 1979 | 31/440' | 381,000 | 20.5 |
| Hibernia Bank, 201 California | O | 1979 | 17/229' | 255,000 | 15.7 |
| Trammel Crow, 601 Montgomery | O | 1979 | 20/254' | 247,219 | 16.5 |
| Bechtel II, 45 Fremont | O | 1977 | 34/475' | 685,000 | 21.0 |
| California 1st Bank, 350 California | O | 1977 | 22/324' | 348,000 | 18.0 |
| State Compensation, 1275 Market | G | 1977 | 17/240' | 458,500 | 7.6 |
| BankAmerica Center, 1455 Market | G | 1977 | 21/315' | 1,300,000 | 11.0 |
| One Market Plaza | O | 1976 | | 1,710,000 | 13.3* |
| Spear St. Tower | | | 43/566' | | |
| Del Monte Tower | | | 28/378' | | |
| Three Embarcadero Center | O | 1976 | 31/412' | 919,318 | 12.0 |
| Standard Oil II, 575 Market | O | 1975 | 39/575' | 536,000 | 23.0 |
| Two Embarcadero Center | O | 1974 | 31/412' | 913,953 | 12.0 |
| Merchandise Mart Addition | G | 1974 | 11/150' | 410,000 | 10.0 |
| California State AAA, 100 Van Ness | G | 1974 | 29/420' | 475,500 | 9.7 |
| Metropolitan Life, 425 Market | O | 1973 | 38/512" | 1,100,000 | 25.0 |
| Tishman-Cahill, 525 Market | O | 1973 | 38/529' | 1,041,000 | 23.0 |
| Industrial Indemnity, 255 California | O | 1973 | 15/200' | 186,900 | 8.7 |
| Pacific Telephone, 2nd @ Folsom | S | 1973 | 9/170' | 213,000 | 5.6 |
| 211 Main | S | 1973 | 17/236' | 382,000 | 12.1 |
| Pacific Insurance, 100 Pine | O | 1972 | 33/470' | 422,450 | 13.9 |
| Union Bank, 50 California | O | 1972 | 37/487' | 738,000 | 18.5 |
| Transamerica, 600 Montgomery | O | 1972 | 48/853' | 530,000 | 9.8 |
| Qantas Bldg, 350 Post | R | 1972 | 11/140' | 107,300 | 9.7* |
| P G & E, 77 Beale | O | 1970 | 32/492' | 907,000 | 14.3 |
| One Embarcadero Center | O | 1970 | 45/569' | 1,076,000 | 14.0 |
| Aetna Life, 1 Post | O | 1969 | 38/529' | 455,000 | 19.9 |
| Mutual Benefit Life, 1 California | O | 1969 | 32/434' | 531,400 | 12.1 |
| Bank of America, 555 California | O | 1969 | 52/778' | 1,771,000 | 17.7* |
| Wells Fargo Bank, 775 Sansome | O | 1969 | 20/271' | 379,000 | 19.7 |
| P G & E, 245 Market | O | 1968 | 17/214' | 342,000 | 7.7 |
| Bechtel I, 50 Beale | O | 1968 | 23/327' | 706,000 | 22.4 |
| Great Western, 425 California | O | 1968 | 25/359' | 199,524 | 26.0 |
| Matson, 100 Mission | O | 1967 | 13/184' | 155,000 | 8.1 |
| Pacific Telephone Addition, 555 Pine | O | 1967 | 16/290' | 296,970 | 9.2 |
| Bank of California, 400 California | O | 1967 | 21/314' | 252,000 | 12.6* |
| Insurance Center, 450 Sansome | O | 1967 | 16/220' | 121,549 | 11.1 |
| Alcoa, 1 Maritime Plaza | O | 1967 | 27/398' | 590,000 | 23.0 |
| Fox Plaza, 1390 Market | G | 1967 | 29/360' | 403,180 | 6.3 |
| Wells Fargo, 44 Montgomery | O | 1966 | 42/561' | 750,490 | 25.5 |
| Hong Kong Bank, 160 Sansome | O | 1966 | 19/247' | 135,980 | 13.5 |
| Standard Oil, 555 Market | O | 1965 | 22/301' | 336,000 | 8.6 |
| Foremost, 111 Pine | O | 1965 | 19/250' | 231,000 | 18.3 |
| Hartford, 650 California | O | 1965 | 33/465' | 467,000 | 17.7 |
| Pacific Telephone, 686 Folsom | S | 1965 | 13/200' | 492,000 | 5.8 |
| | | | TOTAL | 35,988,586 ** | |

* Floor Area Ratio for these projects includes new and existing buildings on the site.

** Includes all space in office buildings over 100,000 square feet.

## THE PLAN

### OBJECTIVE

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

Almost two-thirds of the city's new permanent jobs in recent years have been located in the downtown financial district. This growth--primarily in finance, insurance, real estate activities, and business services--reflects the city's strong competitive advantage in this sector. Since the office sector is the city's major provider of employment opportunities, it is essential that its vitality remain at a high level.

### POLICY

Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.

Downtown office space expansion during the last two decades has greatly shaped the city economically and physically. This growth, while supporting the economic vitality of the city, has not been without environmental and aesthetic costs. As public facilities become strained, the marginal costs and benefits may indicate limits to growth. Furthermore, the social and environmental costs must be weighed against economic benefits. The costs include:

- -- Effects of overly-large office buildings on the scale and character of the city;
- -- Destruction and replacement of many buildings of significant architectural merit;
- -- Reduction in remaining areas of sunshine reaching streets and publicly accessible open space;
- -- Effects of street level winds on the pedestrian;
- -- Effects of commuter traffic on downtown congestion, air pollution, energy use, and consumption of land for parking;
- -- Overburdened public transit systems that connect the downtown to the city and surrounding region;
- -- Increased traffic noise;
- -- Effect of increased employment density on existing services and increased pressures on a limited housing supply; and
- -- Conversion of existing housing, retail, and service commercial space to office space.

In order for economic and job growth resulting from office space development to continue, these adverse effects must be kept within acceptable limits.

The proposed policies and actions in this Plan are aimed at eliminating, reducing, or controlling the negative effects brought about by further accommodation of downtown office space. The Plan addresses these potential consequences by recommending substantial changes in downtown zoning. These would control the height and bulk of new buildings, as well as encourage the presevation of significant existing buildings. The Plan also contains policies for improving transportation, improving the pedestrian environment, and adding more open space for those who work downtown.

These proposals and others are discussed in greater detail in subsequent chapters of the Downtown Plan.

### POLICY

Guide location of office development to maintain a compact downtown core and minimize displacement of other uses.

San Francisco is fortunate to have an extremely well-served, compact downtown office core area that also provides opportunities for growth. The scale of the downtown district plays an important role in attracting employment in the finance, insurance, and real estate industries.

A compact downtown ensures its economic strength and desirability, and makes it easier to service with public transit. Land use controls should continue to encourage growth in a way that enhances the concentration of the downtown office district.

## RETAIL SPACE

Downtown San Francisco's C-3 districts contain nearly 8.2 million square feet of retail shops and restaurants serving residents, workers, and visitors (see Map 2). This space provides employment opportunities for 23,000 retail workers, mostly in sales and service occupations.

Retail functions are distributed throughout downtown. The greatest concentration of retail and personal services is in the retail core, generally bounded by Powell, Sutter, Kearny and Market. This area is the center for specialized comparison retail shopping within the Bay Area. It contains nearly 3.4 million square feet of retail stores and restaurants, including six major retailers, each with more than 100,000 square feet (see Table 2).

The Union Square area contains many of the city's finest shops and hotels and, along with Manhattan's Fifth Avenue and Chicago's Michigan Avenue, is one of the strongest downtown retail districts in the country.

The downtown office core contains two million square feet of retail establishments. Embarcadero Center and the Crocker Galleria are major shopping destinations. However, most of the retail space is located in the lower floors of office buildings.

The C-3-G zone is a large area that includes Chinatown, the North of Market-Tenderloin area, and the Market-Van Ness area. The C-3-G part of Chinatown contains about 600,000 square feet of stores and restaurants catering to both residents and visitors. The North of Market-Tenderloin area provides about one million square feet of shops and restaurants for both neighborhood residents and visitors.

Retail activity in the Market-Van Ness area serves office workers of the Civic Center area and patrons of nearby performing arts facilities.

Retail trade in the C-3-S zone occupies about 650,000 square feet of space. This is a relatively small proportion of the total space in the district, largely because it has low residential and daytime employment densities, and at present no major visitor attractions except the newly opened Moscone Convention Center. Retail activity in the area is expected to increase sharply as the Yerba Buena Center develops.

TABLE 2

RETAIL SPACE BY LOCATION
1981

| Location/Store | Sq. Ft. | Sq. Ft. |
|---|---|---|
| **Downtown San Francisco** | | |
| All C-3 Districts | | 7,756,000 |
| C-3 Retail District | | 3,372,000 |
| Macy's | 545,000 | |
| Emporium | 481,000 | |
| Liberty House | 212,000 | |
| I Magnin | 195,000 | |
| Neiman Marcus | 172,000 | |
| Saks Fifth Avenue | 112,000 | |
| C-3 Office District | | 1,706,000 |
| Embarcadero I-IV | 164,000 | |
| Crocker Galleria | 86,000 | |
| C-3 General District | | 2,041,000 |
| Chinatown | 613,000 | |
| North of Market | 1,013,000 | |
| Market-Van Ness | 415,000 | |
| C-3 Support District | | 637,000 |
| **Other San Francisco Centers** | | |
| Fisherman's Wharf | | |
| Ghirardelli Square | | 140,000 |
| Cannery | | 87,000 |
| Pier 39 | | 200,000 |
| Anchorage | | 45,000 |
| Stonestown | | 1,050,000 |
| **Bay Area Regional Centers** | | |
| Serramonte, Daly City | | 900,000 |
| Tanforan, San Bruno | | 1,078,000 |
| Fashion Island, San Mateo | | 860,000 |
| Hilltop, Richmond | | 1,126,000 |
| Sunvalley, Concord | | 1,405,000 |

Space for Commerce

Map 2

Office

Bank, Personal Service Office

Comparison Retail

Convenience Retail

Light Industry & Public

Hotel & Residential

Open Space

Parking & Freight

Existing C-3 District Boundary

N

# GROUND FLOOR USE

At least two other major activities locate near retail activity. Branch banks, providing what are traditionally called retail banking functions, occupy approximately 1.3 million square feet of ground floor space in the C-3 districts. Retail services, such as hairdressers, travel agencies, and medical professionals, occupy approximately three million square feet in downtown San Francisco. A large number of these services are located in upper story office space in the C-3-R district.

In 1982, downtown sales receipts were estimated to be $1.3 billion. Downtown workers generated about one-third of the total; tourist and visitors about one-third; the rest come from city and Bay Area residents not employed downtown. Most sales downtown were for specialty items ($390 million), which include gifts, jewelry, books, art, and stationery. Other major sales categories were general merchandise ($230 million), apparel ($190 million), and food and drink ($210 million).

### Trends

Overall, growth of retail sales has more than kept pace with inflation during the last decade. During the same period retail employment increased by about ten percent and the number of establishments increased by about 15 percent citywide.

Approximately 500,000 square feet of net additional retail space is currently under construction or approved and an additional 200,000 square feet of space is under review for the C-3 districts.

Growth has caused some decentralization and fragmentation of the traditional retail core. Embarcadero Center and Crocker Galleria are examples of sizable new retail development outside the Union Square area. Tourist and visitor- oriented retail growth has extended from Fisherman's Wharf and Chinatown to Pier 39 and some neighborhood commercial districts, such as Union Street. Visitor-oriented trade is expected for the new Yerba Buena shops and restaurants and the Ferry Building now proposed for renovation. Even with these changes, activity near Union Square remains strong, with the recent completion of two large, high-quality clothing stores: Saks Fifth Avenue and Neiman-Marcus.

Throughout the C-3 districts, smaller-scale, pedestrian-oriented streets are becoming lined with restaurants, shops, and lounges. These

RETAIL USES DOWNTOWN Amit Ghosh

commercial-recreation streets, such as Maiden Lane, Belden, and Front between California and Sacramento, are important attributes of the downtown.

Despite the health of retail trade downtown, rapid growth of office space and a diminishing supply of available land in the office core north of Market have led to concern about encroachment of office development into the traditional retail areas. Upper story space traditionally used by retail services could easily be converted for office users able to pay higher rents. Conversions from retail to office space, such as those of the former Sloane's and Livingston's, give rise to the concern.

### Potential Growth

Retail sales in downtown San Francisco are strong and expected to rise along with increases in the numbers and spendable incomes of downtown workers, visitors, and city and Bay Area residents.

Some growth in sales can and will be accommodated by existing retail space. However, new demand will also mean the need for more retail space either in new office buildings, new exclusively retail buildings, or in remodeled space in existing buildings.

Consistent with office development potentials, and growth in population and visitor trade, the amount of retail space in the C-3 district could increase by 1.4 million square feet to a total of more than ten million square feet by the year 2000.

# SPACE FOR COMMERCE

## THE PLAN

### OBJECTIVE

IMPROVE DOWNTOWN SAN FRANCISCO'S POSITION AS THE REGION'S PRIME LOCATION FOR SPECIALIZED RETAIL TRADE.

Factors responsible for San Francisco's significant downtown retail trade district include a large number of specialized and attractive shops, proximity to a large, relatively affluent work day population, high usage by city and Bay Area residents, accessibility via an extensive regional and citywide transit system, and the nearby location of major hotels serving a large visitor population. This combination of factors must be maintained and improved to keep the downtown retail sector prosperous.

### POLICY

Maintain high quality, specialty retail shopping facilities in the retail core.

The downtown retail shopping area has developed into a compact, highly accessible specialty retail center for the Bay Area. The concentration of quality stores and merchandise allows the retail area to function as a regional, as well as a citywide attraction. The appeal of this district is enhanced by the sunny pedestrian environment in and around Union Square. The city should ensure that further development retains the area's compactness and does not endanger the pleasant environmental setting.

Only growth compatible with existing uses and reinforcing the retail function should be encouraged. Similarly, circulation within the area, and awareness of physical design amenities should be observed in promoting development of the downtown retail sector.

### POLICY

Preserve retail service businesses in upper floor offices in the retail district.

Personal services such as hairdressers, travel agents, and medical professionals are an important component of the downtown retail sector. Ample space should be provided for such uses.

### POLICY

Limit the amount of downtown retail space outside the retail district to avoid detracting from its economic vitality.

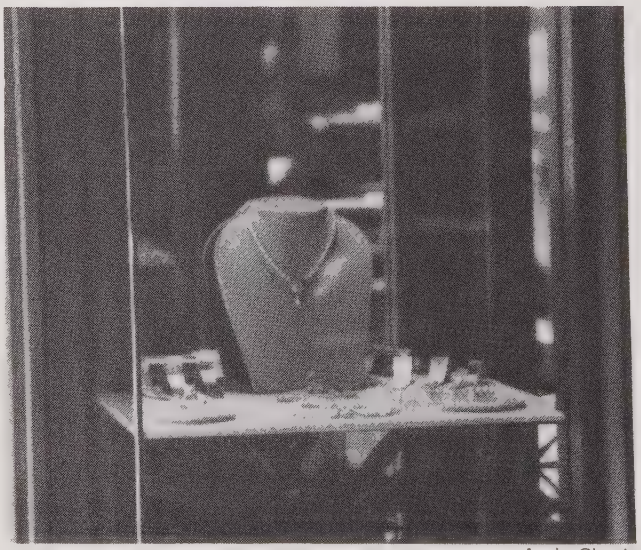
It is important to ensure that the convenience shopping needs of office workers and nearby residents are met and that ground floor retail frontage and pedestrian amenities are provided throughout downtown.

However, too much retail space in too many scattered locations could weaken the retail district since its major strength is its concentration of uses.

### POLICY

Meet the convenience needs of daytime downtown workers.

Nearly 280,000 people work in the C-3 district in downtown San Francisco. Many eat in nearby restaurants, shop for convenience items during their lunch breaks, or use various retail and personal services. It is important that these shops, restaurants, and services be easily accessible to many workers who may have limited time available during the work day.



HIGH QUALITY RETAIL Amit Ghosh

## HOTEL SPACE

Visitor trade constitutes an important economic base and job source for San Franciscans. It generates substantial revenues in many related economic areas, including transportation, general merchandising, eating and drinking places, other retail trade, personal services, and entertainment and recreation. By far the largest expenditures by visitors are for hotels, followed by restaurants and retail purchases.

Downtown San Francisco's C-3 districts have more than 60 visitor hotels occupying about nine million gross square feet and offering more than 16,000 rooms (see Map 3). These hotels range in size from the San Francisco Hilton with 1,728 rooms to small bed-and-breakfast inns with ten or fewer rooms. However, most have between 100 and 250 rooms (see Table 3). These hotels cater to conventioneers and tour groups, as well as to individual business travelers and tourists. Most of the hotels in the C-3 district are clustered in the C-3-G and C-3-R districts around Union Square and to the west.

### Trends

Hotel development surged during the last decade. This occurred because of economic growth, rising hotel room rental rates, high occupancy rates, and optimism about the future of tourism, including the potential of Moscone Center. Hotel development took two forms: conversion of residential hotels and construction of new ones.

Many existing residential hotels that had offered inexpensive rooms to permanent San Francisco residents were renovated and converted to more profitable tourist hotels. Concern over the loss of this low income housing led to the adoption of a residential hotel conversion and demolition ordinance in 1981.

TABLE 3

TOURIST HOTELS
WITH MORE THAN 100 ROOMS

| | # of Rooms |
|---|---|
| **Within C-3 Districts** | |
| Hilton | 1,728 |
| Westin St. Francis | 1,189 |
| Ramada Renaissance* | 1,040 |
| Hyatt Regency | 803 |
| Meridien* | 700 |
| Hyatt on Union Square | 694 |
| Sheraton Palace | 596 |
| Holiday Inn-Financial District | 566 |
| Holiday Inn-Union Square | 416 |
| Sir Francis Drake | 415 |
| Four Seasons-Clift | 405 |
| San Franciscan | 397 |
| Yerba Buena | 301 |
| Stewart | 296 |
| Californian | 263 |
| Canterbury/Whitehall | 250 |
| Bellevue | 250 |
| Others with 100-250 rooms (41 hotels) | 5,318 |
| C-3 TOTAL (56 hotels) | 13,887 |
| **Outside C-3 District** | |
| Holiday Inn-Fisherman's Wharf | 833 |
| Fairmont Hotel | 694 |
| Sheraton-Fisherman's Wharf | 525 |
| Holiday Inn-Van Ness | 500 |
| The Stanford Court | 402 |
| Mark Hopkins | 400 |
| Cathedral Hill | 400 |
| Others with 100-299 rooms (10 hotels) | 1,910 |
| OUTSIDE C-3 TOTAL (17 hotels) | 6,364 |
| GRAND TOTAL | 20,251 |

* Under construction

Tourist Hotel
(Rooms per block)

- 0- 99
- 100-249
- 250-500
- 500+

Existing
C-3 District Boundary

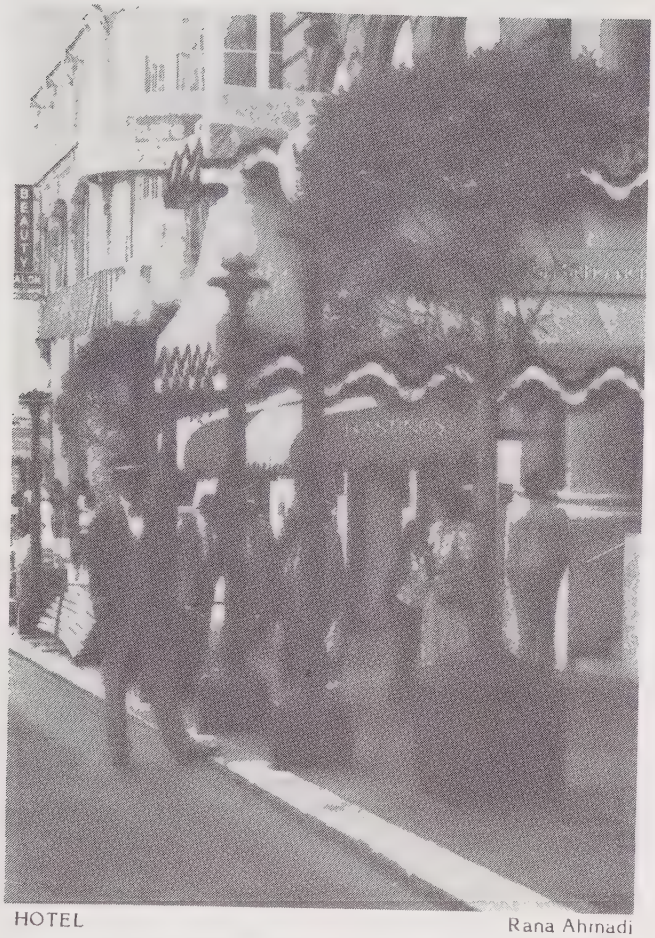
DOWNTOWN

Space for Commerce

Map 3

N

# TOURIST HOTELS



HOTEL Rana Ahmadi

On a larger scale, several convention-serving hotels were proposed in the North of Market and YBC areas. Two are under construction: the Ramada (1,040 rooms) and the Meridien (700 rooms) with a combined area of more than one million square feet.

Three projects, totalling 1,439 rooms in about 850,000 square feet have been approved, but are not under construction (Mason, Taylor, Ellis, Turk, 805 rooms; Hilton addition, 410 rooms; and Holiday Inn-Civic Center, 224 rooms). There are currently three projects, totaling 2,565 rooms and 1.5 million square feet, under formal review (Marriott YBC, 1800 rooms; Embarcadero Center West, 391 rooms; and Post-Mason, 374 rooms).

### Potential Growth

In addition to existing and proposed hotels, it is estimated for planning purposes that there could be an additional 3,000 to 3,500 rooms in over two million square feet of space built in the C-3 district by the year 2000.

## THE PLAN

### OBJECTIVE

ENHANCE SAN FRANCISCO'S ROLE AS A TOURIST AND VISITOR CENTER.

### POLICY

Guide the location of new hotels to minimize their adverse impacts on circulation, existing uses, and scale of development.

Hotels and other visitor-oriented uses naturally tend to locate in geographical proximity to one another just as other sectors of the economy. Proximity to other hotels, restaurants, convention facilities, business appointments, sightseeing interests, other retail, and entertainment enhances visitor appeal. However, too great a concentration of large hotels can overwhelm the scale and character of an existing district or create unmanageable traffic problems. Unchecked pressure to develop additional tourist hotels in mixed residential and commercial neighborhoods can lead to conversion of existing dwelling units for tourist accommodations, as well as alter the orientation of ground floor retail activities.

While it is important to allow hotels to locate in visitor activity areas, downtown San Francisco is compact enough for large new hotels to locate in the South of Market near the convention center and still take advantage of many visitor services located north of Market.

# SPACE FOR COMMERCE

## SUPPORT COMMERCIAL SPACE

Support commercial involves a broad spectrum of functions, including business services, sale and repair of office equipment, printing, wholesaling, distribution, delivery services, blueprinting, and maintenance services. It also involves the so-called back office functions, such as billing, data processing, record storage, and drafting and secondary office functions for sales, wholesale, and distribution acitivities. Like other categories of commercial space, these functions are distributed throughout the C-3 district and in adjacent areas surrounding the downtown. They also tend to cluster and are more prevalent in the lower rent and lower rise structures at the periphery of the C-3 district.

### Trends

In the past 20 years San Francisco's employment growth has been principally in services; finance, insurance, and real estate; and transportation, communications, and utilities. These jobs are primarily office jobs. Employment growth has caused considerable pressure to develop vacant land for offices, and to convert existing space to office space. These pressures have affected parts of downtown that have traditionally provided non-office and support commercial employment.

### Potential Growth

Support commercial employment and industrial, warehouse, automotive and parking jobs total 44,000--about 15% of all jobs within the C-3 district. These combined categories are projected to continue to have the same share of employment, increasing to about 58,000 jobs by the year 2000. The secondary office component is likely to increase, while the industrial-warehouse component within the C-3 district is likely to decline.

As the office core expands southward to Folsom Street, as is encouraged in this Plan, support commercial activities located there will be displaced. Following the historical pattern, this activity is likely to relocate elsewhere in or near downtown.

A considerable amount of support commercial activities exist in the C-3-G and C-3-S zones between Market and Folsom Street and west of Fourth Street. These contain a number of major back office and information processing buildings where bank and insurance companies conduct data processing and billing functions. They also include numerous smaller firms carrying on a wide range of diverse commercial activities--printing, photo processing, vehicle maintenance, warehousing, paper warehousing, and machinery sales, and service. It is unlikely that the support commercial activity in this area will be displaced by prime office functions during the foreseeable future. However, some conversion of older buildings to office space may occur.

## THE PLAN

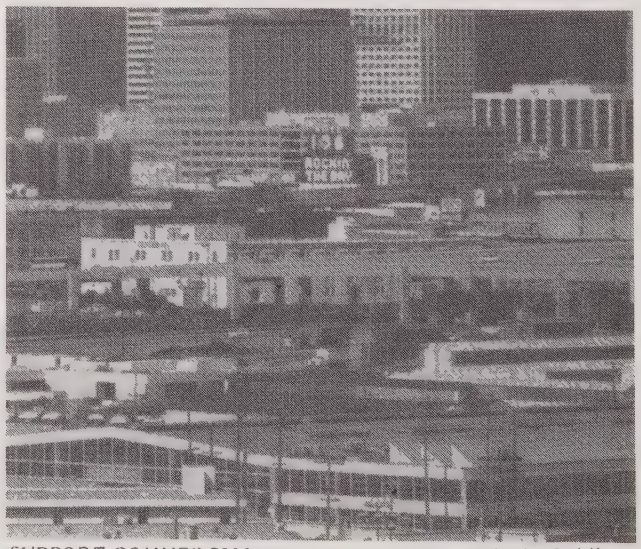
### OBJECTIVE

RETAIN A DIVERSE BASE OF SUPPORT COMMERCIAL ACTIVITY IN AND NEAR DOWNTOWN.

### POLICY

Provide space for support commercial activities within the downtown and in adjacent areas.

The strength of the prime office activities concentrated downtown is dependent upon a wide range of support commercial activities nereby. These activities provide a substantial number of jobs and enhance the overall economic vitality of the city and promote diversity in employment. Land use policies should assure the availability of adequate space for these activities.



SUPPORT COMMERCIAL Malcolm Lubliner

## THE INTERDEPENDENCE OF ALL SPACE NEEDS IN DOWNTOWN SAN FRANCISCO

The preceding part of this chapter presented background, discussion, objectives, and policies directed to the four main downtown commercial functions. Each of these functions occurs to some extent throughout the entire C-3 districts, but each has one predominant location where most activities are clustered. These concentrations of office, retail, hotel, and support commercial space coincide roughly with the boundaries and primary functions of the four existing downtown use districts.

The C-3-O (Office), C-3-R (Retail), C-3-G (General Commercial), and C-3-S (Support) districts were created in 1968 (see Map 4). Each district has a description in the Planning Code which emphasizes certain uses, but not to the exclusion of other uses. The principal difference between the districts is the density of use (FAR), rather than the types of uses permitted.

The remainder of this chapter discusses the location and intensity of downtown commercial activities. It proposes changes to existing zoning use districts to implement the objectives and policies for Space for Commerce.

## THE PLAN

### OBJECTIVE

PROVIDE ADEQUATE SPACE TO MEET DEMAND FOR FUTURE OFFICE, RETAIL, HOTEL AND RELATED USES IN DOWNTOWN SAN FRANCISCO.

### POLICY

Establish subareas (use districts) of downtown with individualized controls to guide the density and location of permitted land use.

Doing business downtown is convenient because activities, services, goods, and amenities are closely spaced. Variety in close proximity is the hallmark of major urban centers. Equally important is the relative balance among various groups of activities. Business support services are no less important than prime office space. Hotels, retail stores, banks, personal services, wholesaling, repair services, restaurants, and cultural activities all contribute to the mixture and strength of downtown. They help make it a desirable place to do business and a desirable place to work.

Commercial activities are grouped in clusters downtown. The financial core of banks and office buildings is concentrated on Montgomery, California and lower Market. The retail core is centered around Union Square. Hotels, theaters, clubs and restaurants are clustered around Mason, Powell, and Geary. Distances between these centers are short, but the edges of each are somewhat blurred with overlapping uses from adjacent activity centers.

These clusters should be reinforced, each maintaining its predominant activity without losing the essential urban qualities that a mix of uses provides. Major office towers can be constructed on sites remaining in the financial core north and south of Market and in an expanded area south of Market centered on the Transbay Bus Terminal. Concentrating office towers in these locations protects the fine scale and rich mix of uses in Chinatown, Jackson Square, Kearny Street, Union Square, Mid-Market, North of Market-Tenderloin, and the hotel-entertainment area near Mason Street.

Support commercial and secondary office demand can be absorbed in a number of locations: Market Street west of Fifth Street, south of Market west of YBC, the Van Ness corridor, Second Street corridor south of the C-3 district, Jackson Square and the northern waterfront. A major new source of space for support commercial and secondary office may also be provided at Mission Bay.

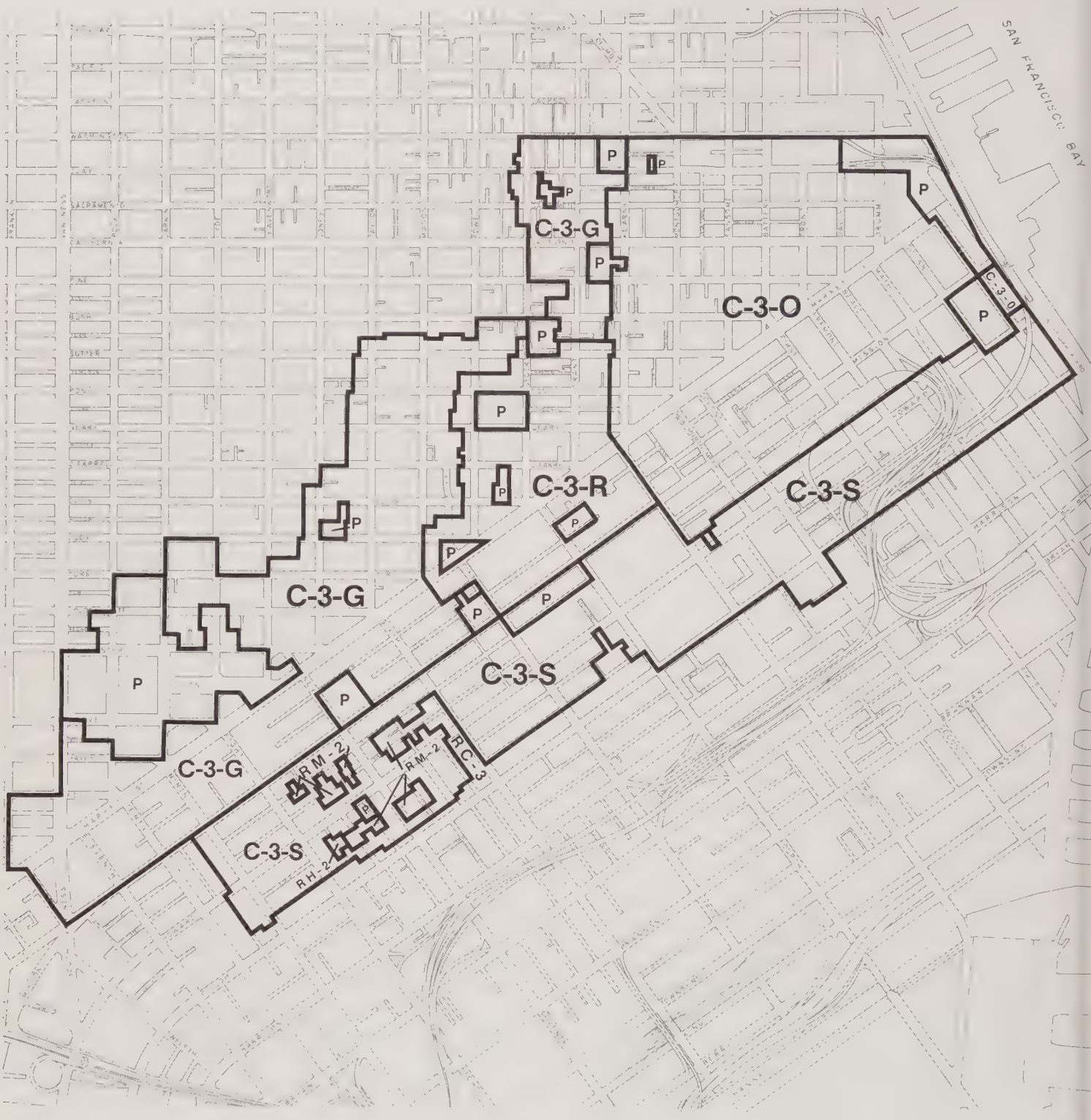
The principal hotel functions are encouraged as part of Yerba Buena Center. The Plan proposes to protect and encourage major retailing along Market Street from Powell to Kearny, in the Union Square area, and along Sutter, Post, Grant, and Kearny Streets.

In addition to supporting large clusters of activities within an overall mix, lively street level activity with ground floor retail uses should be provided throughout the downtown. New development should be permitted and encouraged within the context of traditional values of fine scale, architectural design, pedestrian-oriented active street life with a mixture of uses, sunlit sidewalks and open space, and respect for the quality of the existing development.

### IMPLEMENTING ACTIONS

- Modify C-3 use districts.

Map 5 shows proposed C-3 use districts. The rationale for the modifications in district boundaries and controls is discussed below.



Space for Commerc

Map 4

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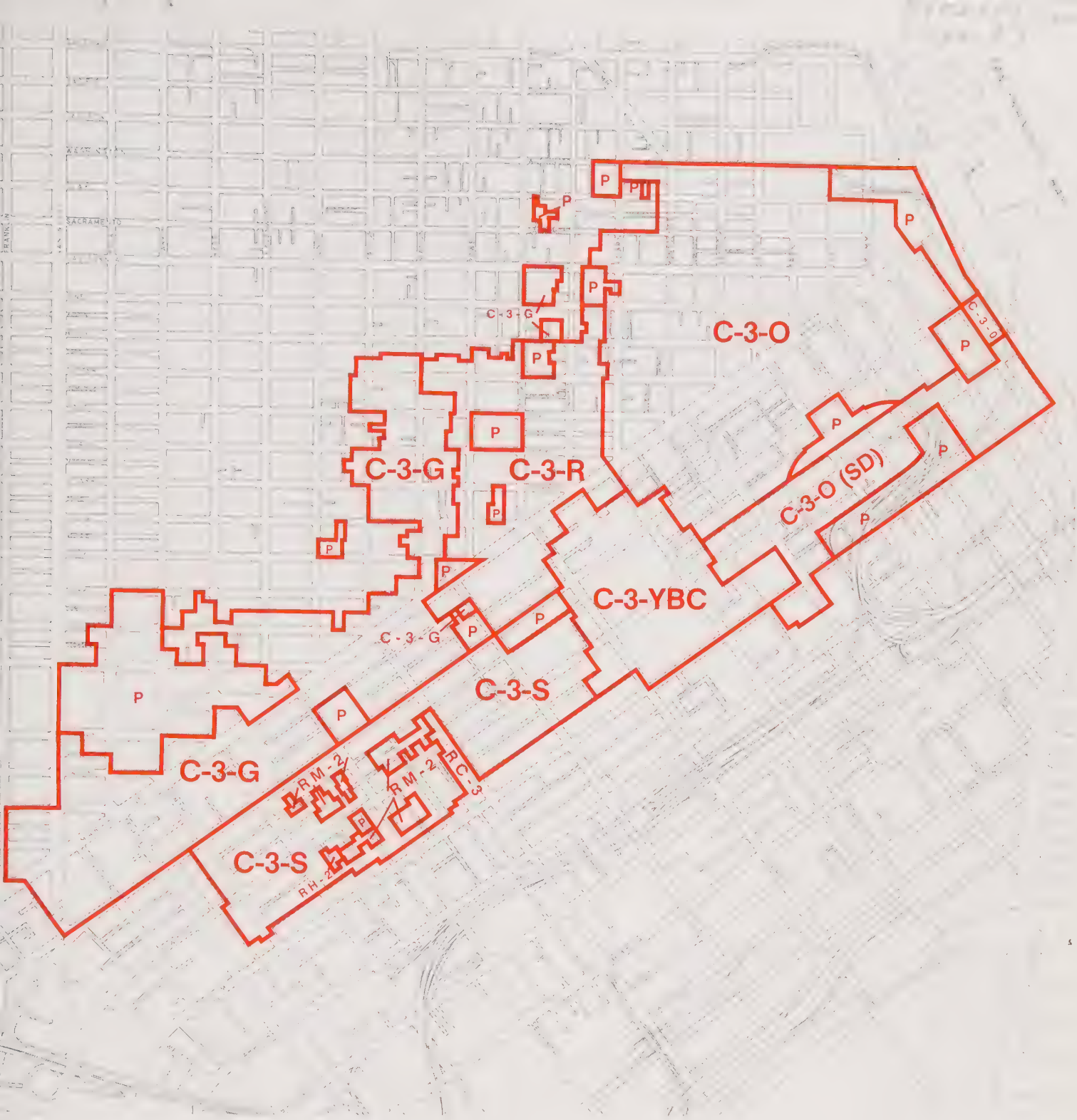
# EXISTING C-3 USE DISTRICTS




DOWNTOWN

Space for Commerce

Map 5 – Revised

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# PROPOSED C-3 USE DISTRICTS

# SPACE FOR COMMERCE

## C-3-O DISTRICT: DOWNTOWN OFFICE

### Function

When this district was first proposed in 1966, it was described as follows:

> This district, playing a leading national role in finance, corporate headquarters and service enterprises, and serving as an employment center for the region, consists primarily of high quality office development. The intensity of development is the greatest in the city, resulting in a notable skyline symbolizing the area's strength and vitality. The district is served by city and regional transit reaching its central portions and by automobile parking at peripheral locations. Intensity and compactness permit face-to-face business contacts to be made conveniently by travel on foot. Office development is supported by some related retail and service uses within the area, with unrelated uses excluded in order to conserve the supply of land in the core and its expansion areas for further development of major office buildings.

### Changes in Use and Character

While the primary function of the C-3-O district remains essentially the same today, in the 17 years since the district was first proposed the amount of office space in the district has grown substantially--from 18 million square feet to 42.7 million square feet.

In addition to that amount of office space, the district currently contains 2.1 million square feet of retail and 1.9 million square feet of tourist hotels. Other uses bring total development to almost 50 million square feet.

About one million square feet of net additional space is under construction, 2.3 million square feet has been approved but construction has not started, and 2.3 million square feet is in formal review, but not approved.

The density of development in this district as of 1981 is shown on Map 6. Most development is located north of Market Street, which for many years has been the edge instead of the spine of development. Although Pacific Telephone had located on New Montgomery and Howard in 1925, developing major office buildings south of Market Street was still resisted in 1966. Now Mission Street is more acceptable as a prime office location. There is development interest within the Transbay Terminal loop, where one building of 300,000 square feet has been approved and another is under formal review.

Nevertheless, the premiere office location remains in the "golden triangle" formed by California, Montgomery and Market Streets. With the number of sites diminishing in this preferred location, office development adjacent to all three sides has grown rapidly. Under current controls, expansion of the high density office core is likely to continue north toward the Jackson Square area, to the west toward the Union Square and Chinatown areas as well as South of Market.

If development pressures on the north and west are not diverted, it is likely that lowrise areas on Kearny Street, Belden Street, Front Street between California and Sacramento, and the three quarters of a block at Sansome, Sacramento, Montgomery and Clay, all of which contain many architecturally significant buildings, will be redeveloped with highrise structures.

In addition to the office space currently under construction, approved, and under formal review in the C-3-O district, demand could support another nine million square feet of space by the year 2000. In addition, 600,000 square feet of retail space and 150,000 square feet of hotel could be added to the C-3-O district by the year 2000.

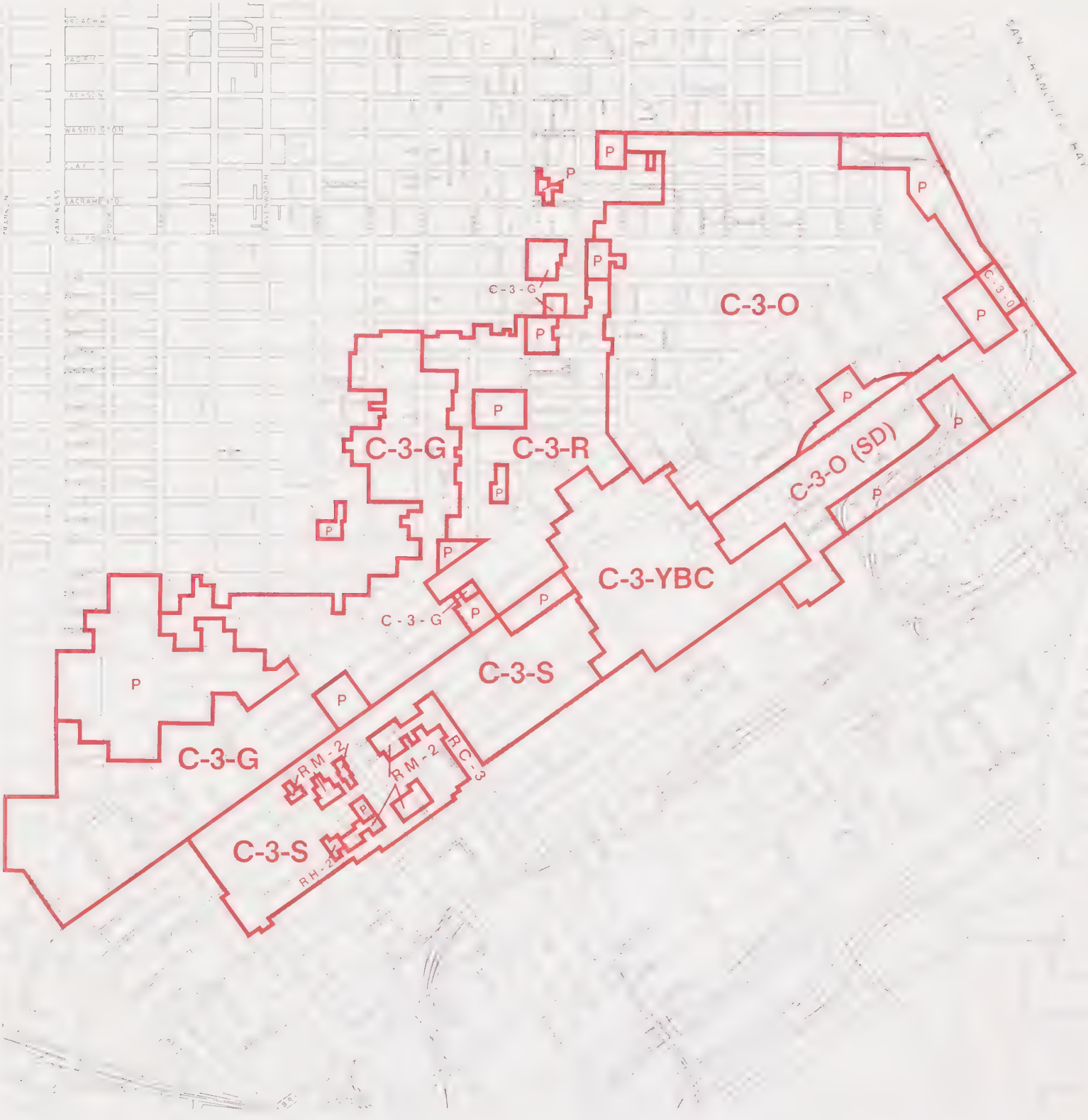
## CHANGES IN C-3-O CONTROLS

- Lower base FAR from 14:1 to 10:1.

The current overall intensity of development on land exclusive of public rights of way is equivalent to an FAR of 8.7:1 (8.7 square feet of building area for each square foot of land area).

There are no clear rules regarding how much development could occur in this district without destroying the very qualities that make it a desirable place to conduct business. The implications and limits of high density have been debated without resolution since the skyscraper first became technologically feasible a century ago.

The current base FAR for the district is 14:1. If all the projects which are approved or are under formal review were built and added to space under construction, and then if all the lots not developed at 14:1 FAR or more were




DOWNTOWN

Space for Commerce

Map 5

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There are clear rules regarding how much development could occur in this district without destroying the very qualities that make it a desirable place to conduct business. The implications and limits of high density have been debated without resolution since the skyscraper first became technologically feasible a century ago.

The current base FAR for the district is 14:1. If all the projects which are approved or are under formal review were built and added to space under construction, and then if all the lots not developed at 14:1 FAR or more were

Map 6

Floor Area Ratio (FAR)

- 0-3 FAR
- 4-6 FAR
- 7-9 FAR
- 10-12 FAR
- 13 + FAR

Existing
C-3 District Boundary

N

## BUILDING INTENSITY

developed to that density, an additional 28 million gross square feet could be added to the district. This represents about a 50% increase in space. Because some sites are already built at a density in excess of 14:1, the overall density of the district at full build-out would be 15:1. This "full build-out" is not likely to occur since, for example, it would not be economical to demolish a large building to replace it with a somewhat larger one. However, full build-out could be approached over time as development sites become more and more scarce.

At 10:1, the projected growth within C-3-O to the year 2000 could be comfortably accommodated while at the same time preserving the important architectural assets of the C-3-0 district, providing adequate open space and achieving more graceful and less bulky buildings. This conclusion is based on an analysis of the building potential under the proposed height, bulk, and other rules for development opportunity sites. These are sites where existing development is low density, not architecturally significant, or proposed for open space.

The maximum allowable square footage of individual development sites would be constrained by height, bulk, sunlight access, and other urban form requirements. In most cases that maximum would exceed the square footage allowed by the proposed base 10:1 FAR. Additional square footage could be obtained for use on the development site by acquiring TDRs from architecturally significant buildings or off-site open space (see Preserving the Past and Open Space). However, the total built FAR of the development site and the preservation or open space site(s), taken together, could not exceed 10:1.

- Revise district boundaries.

Five changes to the C-3-O district boundaries are proposed, two additions and three deletions. They are shown on Figure 1.

-- Rezone C-3-S east of YBC as a Special Development District, C-3-O(SD)

All of the existing C-3-S zone east of YBC bounded approximately by Natoma on the north, Folsom on the south, and the Embarcadero on the east is proposed to be reclassified as a special development district. It is designated as a receiver area for the transfer of development rights from architecturally significant buildings or from the Conservation Districts (see Preserving the Past). It is intended to serve as an extension of the downtown office district. The district's base FAR will remain at 7:1 but could be increased to the height and bulk limits with Transferrable Development Rights. Except for the difference in base FAR, it will have all the attributes of the C-3-O district.

The Plan proposes to expand the C-3-O district southward to Folsom Street. Taking the existing C-3-O district together with this expansion area, (with a base FAR of 10:1 in the existing C-3-0 and 7:1 in the expansion area), there are enough appropriate development sites where development may be feasible and would be encouraged to accommodate more than twice the amount of additional office development projected to the year 2000.

-- Remove Chinatown properties from C-3-O.

Portions of three blocks between Sacramento and Washington Streets along Kearny Street are more appropriately part of Chinatown than the downtown office district. This area, together with C-3-G portions of Chinatown, is proposed for deletion from the C-3 Downtown business district and inclusion in a new special mixed-use district to be developed for the whole of Chinatown.

-- Delete the YBC redevelopment project area.

The YBC redevelopment project should be deleted from the C-3 districts. Land use controls for the project area are contained in the Redevelopment Plan and the disposition agreements entered into with individual developers. Current development in YBC includes about 4 million square feet of office, convention and other related facilities. The Redevelopment Plan allows an additional eight million square feet of mixed use development.

Because the YBC Project when completed will include a wide mixture of uses and special controls that essentially differ from the several zoning districts within its boundaries, a special zoning district should be created to deal specifically with the characteristics of YBC.

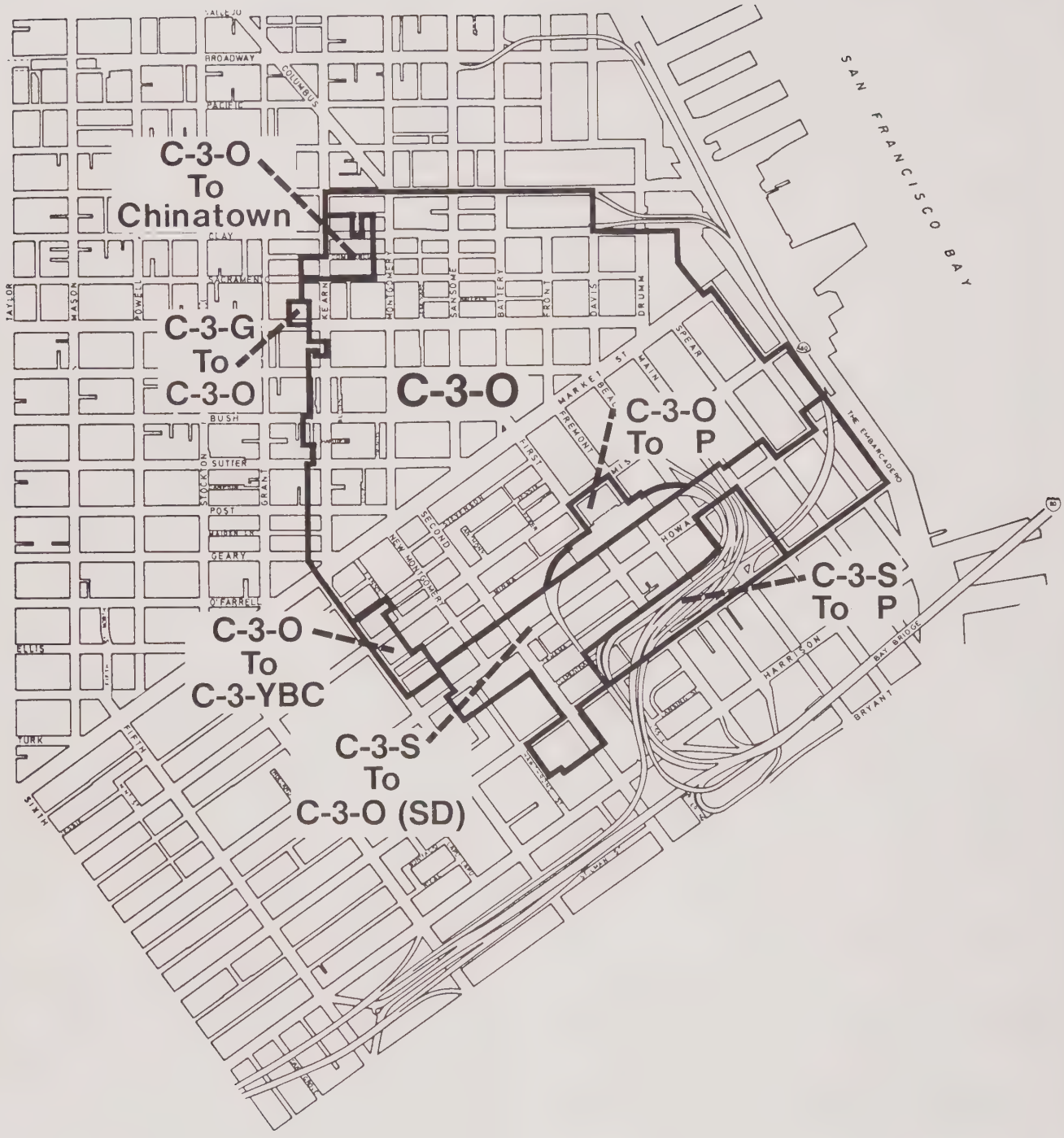


**Figure 1**
**C-3-O**
**DISTRICT BOUNDARY CHANGES**

The YBC area will not be subject to provisions of the Planning Code until the year 2006 (40 years from the date of the adoption of the Redevelopment Plan in 1966). After all agreements disposing of property in YBC have been executed and the development pattern of the area has been set such a zoning district should be developed and legislated. In the meantime the project area would be deleted from the several zoning districts in which it falls.

-- Include Hartford Insurance building in C-3-O.

The Hartford Insurance building on California Street immediately west of Kearny and currently zoned C-3-G, is proposed for inclusion in the C-3-O district because its scale and use are consistent with the character of the financial core.

-- Rezone Transbay Terminal and bus and freeway ramps.

These areas are publicly owned and are in public use. They should be rezoned to P (Public).

- Require retail uses on the ground floor.

It is proposed that permitted ground floor use of lots in the C-3-O be restricted to the following uses and functions: retail uses; building circulation; open space features; pedestrian circulation; cultural, recreational and educational facilities available to the general public; and building service. The retail space should be designed to meet the convenience shopping needs of nearby workers rather than become major shopping destinations; as such it should consist primarily of smaller spaces. All of these uses located on the ground floor should be excluded from the calculations of allowable gross floor area. The policies of this Plan, such as those regarding active retail frontage along pedestrian ways, off-street loading, open space, and pedestrian circulation should be utilized in allocating ground floor space to the permitted uses.

## C-3-R DISTRICT: DOWNTOWN RETAIL

### Function

In 1966, when this district was proposed, it was described as follows:

> This district is a regional center for comparison shopper retailing and direct consumer services. It covers a compact area with a distinctive urban character, consists of uses with cumulative customer attraction and compatibility, and is easily traversed by foot. Like the adjacent Downtown Office district, this district is well served by city and regional transit, with automobile parking best located at its periphery. Within the district, continuity of retail and consumer service uses is emphasized, with encouragement of pedestrian interest and amenities and minimization of conflicts between shoppers and motor vehicles. A further merging of this district with adjacent, related districts is anticipated, partially through development of buildings which combine retailing with other functions.

### Changes in Use and Character

In the 17 years since this zoning district was proposed, some physical changes have occurred in the area, particularly around Union Square and major changes in the block from Third to Fourth, Market to Mission in the YBC project. With these exceptions, however, the general physical character and function of the district has remained the same.

Much of the large block zoned C-3-R from Third to Fourth Streets, Market to Mission was cleared as part of the YBC project. The remodeling and expansion of the Aronson-Mercantile building on the northwest corner of Mission and Third and the construction of the Meridien Hotel on Third are the only new developments in this area thus far.

The Hyatt Hotel on Union Square with retail frontage on Post, the new Saks Fifth Avenue and Neiman Marcus stores, and Macy's two new Geary Street entrances, have significantly reduced the architectural mixture of rich facades produced around Union Square during the post-fire period.

On the other hand, while it has retained its rich, architecturally cohesive facades, Grant Avenue has lost its virtually continuous

collection of women's specialty shops which made the name of the avenue synonymous with high fashion.

The C-3-R district currently contains about 12 million square feet of development, 4.6 million square feet feet of office, 3.4 million square feet of retail, and 1.9 million square feet of tourist hotels.

In the C-3-R district about 750,000 square feet of development are under construction, and 350,000 square feet are approved but not yet under construction. There may be demand to add another 700,000 square feet of space by the year 2000.

## CHANGES IN C-3-R CONTROLS

- Lower the base FAR from 10:1 to 6:1.

The C-3-R district is currently built to an overall density of 6.7:1 (see Map 6). Excluding sites with development under construction, approved, and under formal review an additional 6.8 million square feet of space could be constructed in the district at the currently allowable FAR of 10:1. Development approaching that overall intensity would destroy the existing scale and character of the district.

It is proposed that the base FAR be reduced to 6:1. The lowering of the overall allowable density to that more closely fitting the existing development pattern would help preserve the character and quality of this retail area and lessen the pressures for more large scale office and hotel development. This change is consistent with proposals to lower the height limits, preserve sunshine and pedestrian amenities on sidewalks within the district (see Urban Form), and the proposal to create a conservation district to facilitate the retention of the many architecturally significant buildings in the district (see Preserving the Past). The projected demand for retail space can be accommodated within this lowered FAR. Recent major retail construction has been built to FARs less than 6:1.

The lowered overall allowable density would still permit individual structures, up to 130 feet in height or to exceed the 6:1 FAR for their individual sites by purchasing TDRs from architecturally significant and contributory structures within the C-3-R zone.

- Revise district boundaries.

Three changes to the C-3-R district boundaries are proposed, one addition and two deletions. They are shown on Figure 2.

-- Add areas at north edge of C-3-R.

The C-3-G parcels along the south side of Bush Street from west of Grant to west of Kearny and central portion of the block bounded by Bush, Kearny, Pine, and Grant are proposed to be added to the C-3-R. The parcels on both sides of Sutter from Mason to just west of Stockton are proposed to be added to C-3-R from C-3-G.. The smaller scale of most of these buildings in these areas and their continuous ground floor retail development make them more appropriately part of the retail district.

-- Delete YBC from C-3-R.

Those areas of the YBC redevelopment project in the block bounded by Market, Third, Mission and Fourth are proposed for deletion from the C-3-R to be included in a new Yerba Buena Center Mixed Use district (see discussion in Revise C-3-0 boundaries).

-- Delete Mason Street from C-3-R.

The parcels between Mason and Cyril Magnin Street from Market to north of Eddy are proposed to be deleted from C-3-R and designated C-3-G. This area west of Hallidie Plaza is more appropriately part of the hotel, entertainment, and related commercial uses that comprise the Mason Street corridor of the C-3-G zoning district.

**Figure 2**
**C-3-R**
**DISTRICT BOUNDARY CHANGES**

- Require retail uses on the ground floor.

All ground floor space within the C-3-R district should be devoted to retail uses such as stores, restaurants, bars, and retail services. Space fronting on pedestrian rights-of-way should be devoted to windows, display space and other uses which are of interest to pedestrians, except for required entrances and loading docks. Blank walls should be allowed only if circumstances indicate no feasible alternative. Bank lobbies, even if serving retail banking functions, airline ticket offices, and other business and personal services with limited pedestrian interest generally should be small scale and should not disrupt active retail frontage.

- Permit large scale offices only by conditional use.

Given the proximity of the retail district to the financial district, there will inevitably be pressure for medium scale office functions to locate in the retail district, particularly at its eastern edge. To assure the availability of a supply of smaller spaces for personal and business services, which are an important component of the downtown retail sector, the size of individual office spaces in the C-3-R district should be limited to 10,000 square feet, except by conditional use approval and then only upon express findings that such uses would not detract from the retail character of the district.

- Permit hotels only by conditional use.

Major hotels even with continuous retail frontage are not compatible with active pedestrian streets. The traffic they generate, including taxicabs, private automobiles, limousines, and tour buses creates congestion on both streets and sidewalks. Sidewalk indentations and large porte-cochere driveways to accommodate this traffic break the retail frontage and conflict directly with pedestrian movement. Therefore, within the C-3-R district, only hotels of 200 rooms or less should be permitted as of right. Hotels with more than 200 rooms could be permitted as conditional uses, but only if it can be shown that they will not disrupt traffic, transit, pedestrian flows, and the retail character of the district.

## C-3-G DOWNTOWN GENERAL COMMERCIAL

### Function

In 1966, when creation of the district was proposed, it was described as follows:

> This district covers the northern and western portions of downtown and is composed of a variety of uses: retail, offices, hotels, entertainment, clubs and institutions, and high density residential. Many of these uses have a city wide or regional function, although the intensity of development is lower here than in the downtown core areas. As in the case of the other downtown districts, no off-street parking is required for individual commercial buildings, but in this district automobile parking is a major land use serving this district and the adjacent office and retail core areas. In the vicinity of Market Street, the configuration of this district reflects easy accessibility by rapid transit.

### Changes in Use and Character

This district continues to perform the same economic and land use function. Since 1966 there has been some development activity in the area near the Civic Center including major "back office" functions (the Bank of America computer center), several institutional highrises (AAA headquarters), and the city's first mixed-use highrise (Fox Plaza) and new office buildings around United Nations Plaza.

The area immediately west of the retail district contains a major concentration of hotels, theaters and private clubs. It might appropriately be called a hotel-entertainment district. Major hotel development since 1966 has included the Pacific Plaza, additions to the St. Francis and Hilton and the 1,040 room Ramada which is under construction. Another addition of 410 rooms to the Hilton and a new 805-room hotel at O'Farrell and Mason have been approved, but are not yet under construction. A number of older transient and residential hotels have been remodelled into tourist hotels.

This area includes a substantial amount of high density housing in both apartments and residential hotels. The C-3-G zoning designation does not protect the apartments or residential hotels from conversion to commercial use. The conversion of a number of residential hotels to

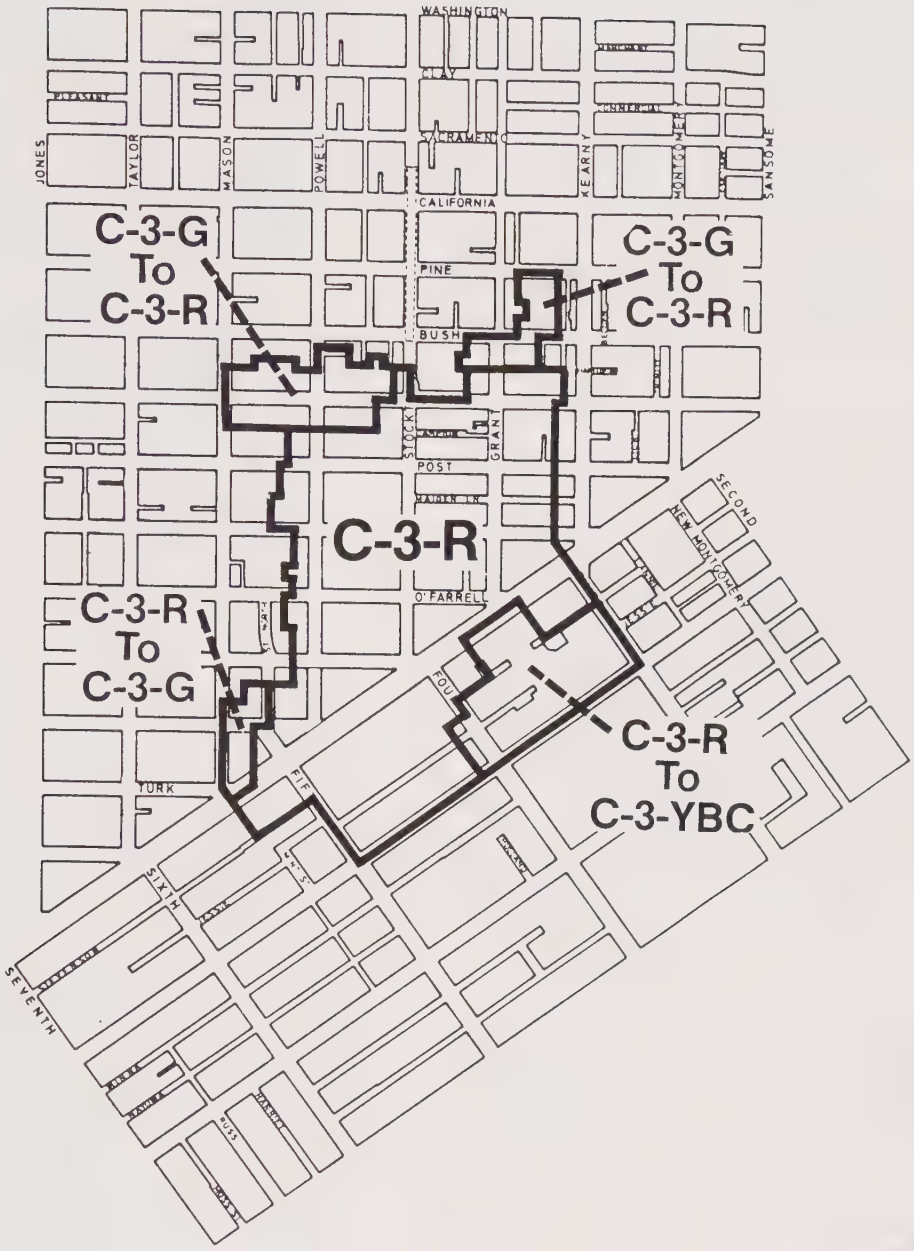


**Figure 2**
**C-3-R**
**DISTRICT BOUNDARY CHANGES**

- Require retail uses on the ground floor.

All ground floor space within the C-3-R district should be devoted to retail uses such as stores, restaurants, bars, and retail services. Space fronting on pedestrian rights-of-way should be devoted to windows, display space and other uses which are of interest to pedestrians, except for required entrances and loading docks. Blank walls should be allowed only if circumstances indicate no feasible alternative. Bank lobbies, even if serving retail banking functions, airline ticket offices, and other business and personal services with limited pedestrian interest generally should be small scale and should not disrupt active retail frontage.

- Permit large scale offices only by conditional use.

Given the proximity of the retail district to the financial district, there will inevitably be pressure for medium scale office functions to locate in the retail district, particularly at its eastern edge. To assure the availability of a supply of smaller spaces for personal and business services, which are an important component of the downtown retail sector, the size of individual office spaces in the C-3-R district should be limited to 10,000 square feet, except by conditional use approval and then only upon express findings that such uses would not detract from the retail character of the district.

- Permit hotels only by conditional use.

Major hotels even with continuous retail frontage are not compatible with active pedestrian streets. The traffic they generate, including taxicabs, private automobiles, limousines, and tour buses creates congestion on both streets and sidewalks. Sidewalk indentations and large porte-cochere driveways to accommodate this traffic break the retail frontage and conflict directly with pedestrian movement. Therefore, within the C-3-R district, only hotels of 200 rooms or less should be permitted as of right. Hotels with more than 200 rooms could be permitted as conditional uses, but only if it can be shown that they will not disrupt traffic, transit, pedestrian flows, and the retail character of the district.

## C-3-G DOWNTOWN GENERAL COMMERCIAL

### Function

In 1966, when creation of the district was proposed, it was described as follows:

> This district covers the northern and western portions of downtown and is composed of a variety of uses: retail, offices, hotels, entertainment, clubs and institutions, and high density residential. Many of these uses have a city wide or regional function, although the intensity of development is lower here than in the downtown core areas. As in the case of the other downtown districts, no off-street parking is required for individual commercial buildings, but in this district automobile parking is a major land use serving this district and the adjacent office and retail core areas. In the vicinity of Market Street, the configuration of this district reflects easy accessibility by rapid transit.

### Changes in Use and Character

This district continues to perform the same economic and land use function. Since 1966 there has been some development activity in the area near the Civic Center including major "back office" functions (the Bank of America computer center), several institutional highrises (AAA headquarters), and the city's first mixed-use highrise (Fox Plaza) and new office buildings around United Nations Plaza.

The area immediately west of the retail district contains a major concentration of hotels, theaters and private clubs. It might appropriately be called a hotel-entertainment district. Major hotel development since 1966 has included the Pacific Plaza, additions to the St. Francis and Hilton and the 1,040 room Ramada which is under construction. Another addition of 410 rooms to the Hilton and a new 805-room hotel at O'Farrell and Mason have been approved, but are not yet under construction. A number of older transient and residential hotels have been remodelled into tourist hotels.

This area includes a substantial amount of high density housing in both apartments and residential hotels. The C-3-G zoning designation does not protect the apartments or residential hotels from conversion to commercial use. The conversion of a number of residential hotels to

tourist hotels led to the enactment in 1981 of the Residential Hotel Ordinance, but apartments remain unprotected.

The northeastern portion of the C-3-G includes a substantial part of Chinatown. It has not changed significantly since 1966 but there are pressures from the expanding office core.

The total development in the C-3-G district, excluding the Chinatown area, is 20 million square feet, including 7.4 million square feet of office, five million square feet of tourist hotel and one million square feet of retail space.

About one million square feet of net additional space has been approved but construction has not started and 400,000 square feet of space is under formal review. Market demand might support an additional four million square feet of space by the year 2000.

## CHANGES IN C-3-G CONTROLS

- Lower the base FAR from 10:1 to 8:1.

The overall density of current development in the C-3-G district, excluding Chinatown, is 4.6:1. The density of development in individual blocks is shown on Map 6.

Over and above the space approved and under formal review, an additional 22 million square feet of space could be constructed in the district (as proposed for revision in the following section) at the currently allowed FAR of 10:1.

The base FAR in the C-3-G is proposed to be set at 8:1. While the overall commercial intensity permitted within the district would be reduced, the projected demand for office space, hotels, and support commercial could be accommodated comfortably with this lower FAR.

Intensity of development of individual development sites within the district would be constrained by height, bulk, sunlight access, and open space requirements, and not the base FAR. Additional floor area for commercial development above the base of 8:1 may be obtained by acquiring TDRs from architecturally significant buildings or off-site open space within the C-3-G zone (see Preserving the Past and Open Space) or by developing housing (see below).

- Allow residential uses above the base FAR as conditional uses.

Residential uses should be allowed above the base FAR of 8:1 up to the maximum square footage permitted by height, bulk, sunlight access and open space requirements on a conditional use basis (see Space for Housing).

- Revise district boundaries

Seven changes to the C-3-G district boundaries are proposed, six deletions and one addition. They are shown on Figure 3.

-- Remove Chinatown from C-3-G.

Portions of Chinatown currently zoned C-3-G along both sides of Grant Avenue from Bush to Washington Streets and areas along Stockton from the Stockton tunnel north to Washington are proposed to be deleted from the C-3-G. This area along with the portions of Chinatown which are zoned C-2 and C-3-O are proposed to be included in a new special use district to be developed for Chinatown. Controls will be designed specifically to deal with its unique land use issues.

-- Delete Hartford Insurance Building from C-3-G.

The Hartford Insurance Building on California Street west of Kearny is proposed for inclusion in the C-3-O district.

-- Delete Nob Hill Parcels from C-3-G.

Several parcels of C-3-G along the north side of California Street for one-half block east of Stockton are primarily residential in nature and are proposed for rezoning to the adjacent RM-4 district.

-- Delete Bush Street parcels from C-3-G.

The C-3-G parcels along the south side of Bush Street east of Powell are proposed for inclusion in the adjacent RC-4 district because their present use is more compatible with that zone. The parcels immediately adjacent to Stockton Street are proposed for inclusion in the C-3-R zone. Those parcels east of Sutter-Stockton garage are proposed for inclusion in the C-3-R, including parcels between Bush and Pine Streets, east of lots facing Grant Avenue.

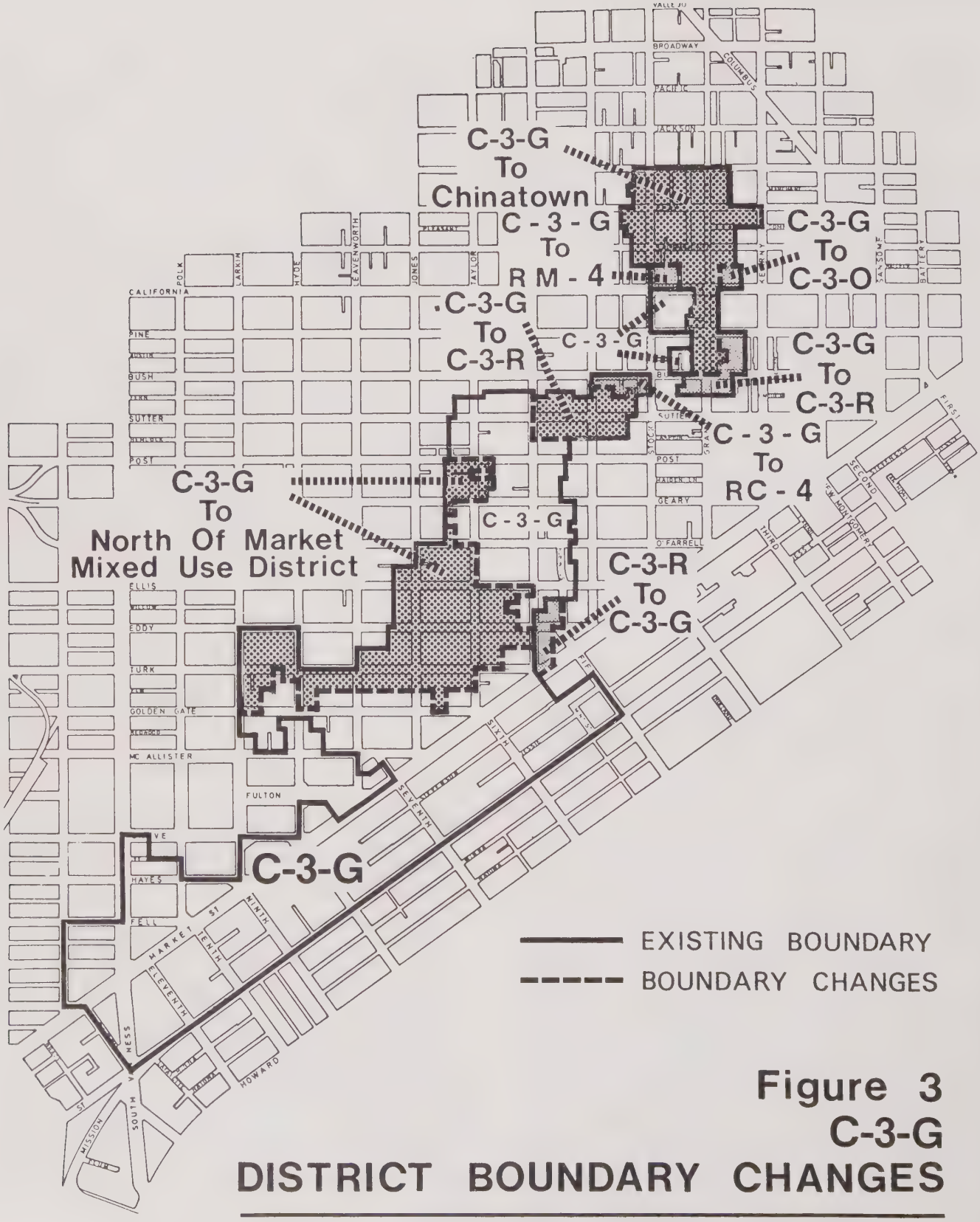


**Figure 3**
**C-3-G**
**DISTRICT BOUNDARY CHANGES**

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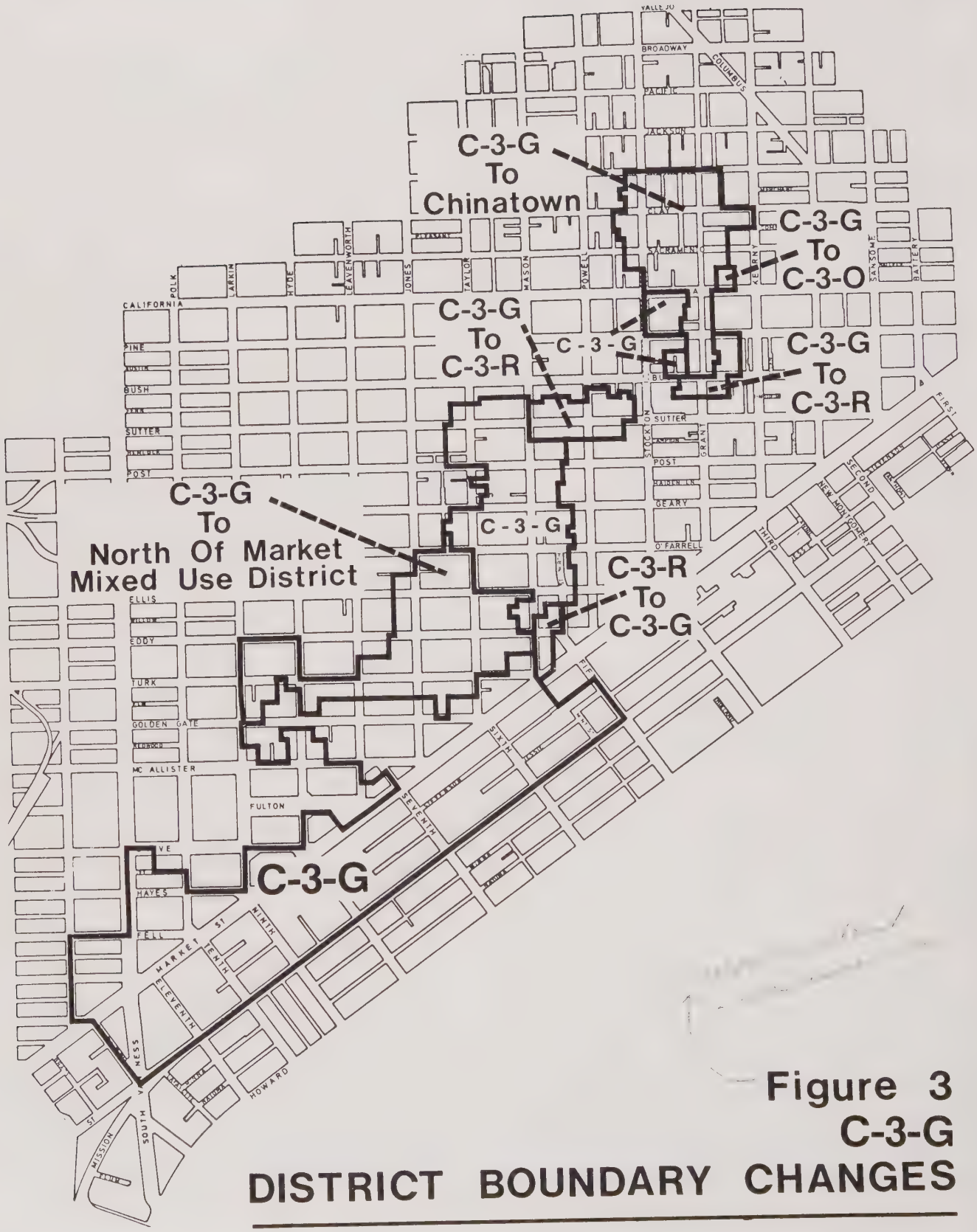



**Figure 3**
**C-3-G**
**DISTRICT BOUNDARY CHANGES**

-- Delete Sutter Street parcels from C-3-G.

The parcels along both sides of Sutter Street east from Mason Street to just west of Stockton Street are proposed to be deleted from the C-3-G and included in the C-3-R. They involve a number of smaller scale retail uses along the street that have become an integral part of the retail shopping area, concentrating on art galleries, books and related fine art objects.

-- Reclassify the North of Market-Tenderloin to a Mixed Use District.

Substantial areas of housing exist from Turk Street to Post Street, west of Mason Street on lots that are currently zoned C-3-G. These areas are more residential in character than general commercial. To protect this housing from demolition or conversion to nonresidential uses and to more clearly delineate the boundary between the commercial area and the residential area, it is proposed that the area shown on the map, which is predominantly in residential use, be excluded from the C-3-G and put in a new North of Market Mixed Use District. The isolated pockets of housing remaining within the C-3-G would be protected by a provision requiring that demolition or conversion to a nonresidential use be reviewed under the conditional use process (see Space for Housing).

-- Add Mason Street parcels to C-3-R.

Those parcels along the east side of Mason Street from Market to north of Eddy Street are proposed to be added to the C-3-G district and deleted from the C-3-R district. Development along the Mason Street corridor is more appropriately included in the C-3-G district where hotels and entertainment uses are encouraged.

- Require retail uses along the ground floor street frontage.

Greound floor retail uses should be oriented to the needs of nearby workers and residents as well as visitors.

- Protect existing housing.

It is proposed that existing housing in the C-3-G district be protected by requiring conversion of this housing to any other use to be subject to conditional use review.

## C-3-S DISTRICT: DOWNTOWN SUPPORT

### Function

In 1966, when creation of this district was proposed, it was described as follows:

> This district exists primarily to accommodate near the intensive downtown core areas important supporting functions such as wholesaling, printing, building services and parking. Motor vehicle access from freeway ramps to this district is good, and truck and automobile traffic is heavy; at the same time, the district is within walking distance of rapid transit on Market Street. In its eastern portion, the district also serves in part as an expansion area for offices at a lesser intensity than in the Downtown Office district. The district has for the most part been underdeveloped in the past, and opportunities exist for major developments of new uses covering substantial areas.

### Changes in Use and Character

In the 17 years since the district was proposed, a number of changes have occurred. The most dramatic change has resulted from the clearance and redevelopment of the Yerba Buena Center (YBC) project. The two blocks in the C-3-S district between Third and Fourth Street were totally cleared and one block rebuilt with the Moscone Convention Center. Several office buildings and housing for seniors have been constructed along Third and Fourth Street and on Folsom Street east to Second Street. Skid row was removed from Third Street and has gravitated to Sixth Street.

East of YBC, several new office buildings have been constructed in the vicinity of Main, Spear and Howard Streets and a new telephone company building has been constructed at Second and Howard.

The area east of YBC currently contains about 4.6 million square feet of development including 3.2 million square feet of office space. About 500,000 square feet of net additional office space have been approved. An additional 2.9 million square feet of space could be added by the year 2000.

West of YBC, there have been other developments such as the Crocker Bank data center at Fifth and Howard, enlargement of the Chronicle/Examiner facilities at Fifth and Mission.

## SPACE FOR COMMERCE

The area west of YBC currently contains six million square feet of development including one million square feet of office uses, 2.1 million square feet of industrial-warehouse and automotive uses, and 400,000 square feet of retail uses.

The area west of YBC also contains substantial amounts of housing--some 1,800 units totaling one million square feet of space. Public policy with respect to that housing has changed substantially over the years. The zoning code enacted in 1960 made these residential uses nonconforming and called for their termination by 1980. The housing was not even mentioned as a significant use or function in the 1966 description of the C-3-S district quoted above. In 1973, the date terminating the nonconforming use was removed from the code in recognition of the hardships that termination would impose, but the housing remained a nonconforming use. In the 1978 citywide residential rezoning, some 800 housing units west of YBC were protected from conversion by the rezoning of certain areas to RC-1 and RM-1. The balance of some 1,000 units were made conforming usesby the 1978 rezoning, but they remained in the C-3-S district and were not protected from conversion or demolition.

There may be demand for an additional two million square feet of development in the area west of YBC by the year 2000.

### CHANGES IN C-3-S CONTROLS

- Lower the base FAR from 7:1 to 6:1.

The density of current development in the portion of the district east of Third Street is 2.5:1. West of Third Street, the density is 2.2:1. The density by block is shown on Map 6.

Allowable density is currently an FAR of 7:1. Residential uses are included in the FAR allowance. Comparing built density to allowable density on a lot by lot basis indicates that theoretically, an additional 13 million square feet of development could be permitted in the area.

The base FAR for commercial space in the C-3-S is proposed to be set at 6:1 as opposed to the current 7:1. Although the overall potential intensity of commercial development within the district will be reduced, the projected demand for support commercial space in this district can be readily accommodated with the lower FAR .

The large blocks, together with the height and bulk and FAR rules for this area would encourage low, less expensive buildings with large floors appropriate for "back office" functions. The area is well served by transit and does not have the substantial parking requirements which add considerably to the cost of providing support commercial offices in areas outside the C-3 districts.

- Allow residential uses above the base FAR as conditional uses.

Residential uses should be allowed above the base FAR of 6:1 up to the maximum square footage permitted by height, bulk, sunlight access and open space requirements on a conditional use basis (see Space for Housing).

- Revise district boundaries.

Two substantial changes to the C-3-S district boundaries are proposed as deletions and reclassifications to new districts. They are shown on Figure 4.

-- Rezone area east of YBC from C-3-S to C-3-O(SD).

The Plan proposes the C-3-S area east of YBC as an extension of the C-3-O office district (see C-3-0 District).

-- Delete Yerba Buena Center from C-3-S.

All the land zoned C-3-S within the YBC project boundary is proposed for reclassification to a new YBC mixed use district (see C-3-0 District).

- Require ground floor retail along the street frontage.

The amount of ground floor retail space should be oriented to the convenience shopping needs of nearby workers and residents.

- Protect existing housing.

It is proposed that existing housing in the C-3-S disrrict be protected by requiring conversion of this housing to any other use be subject to a conditional use approval (see Space for Housing).

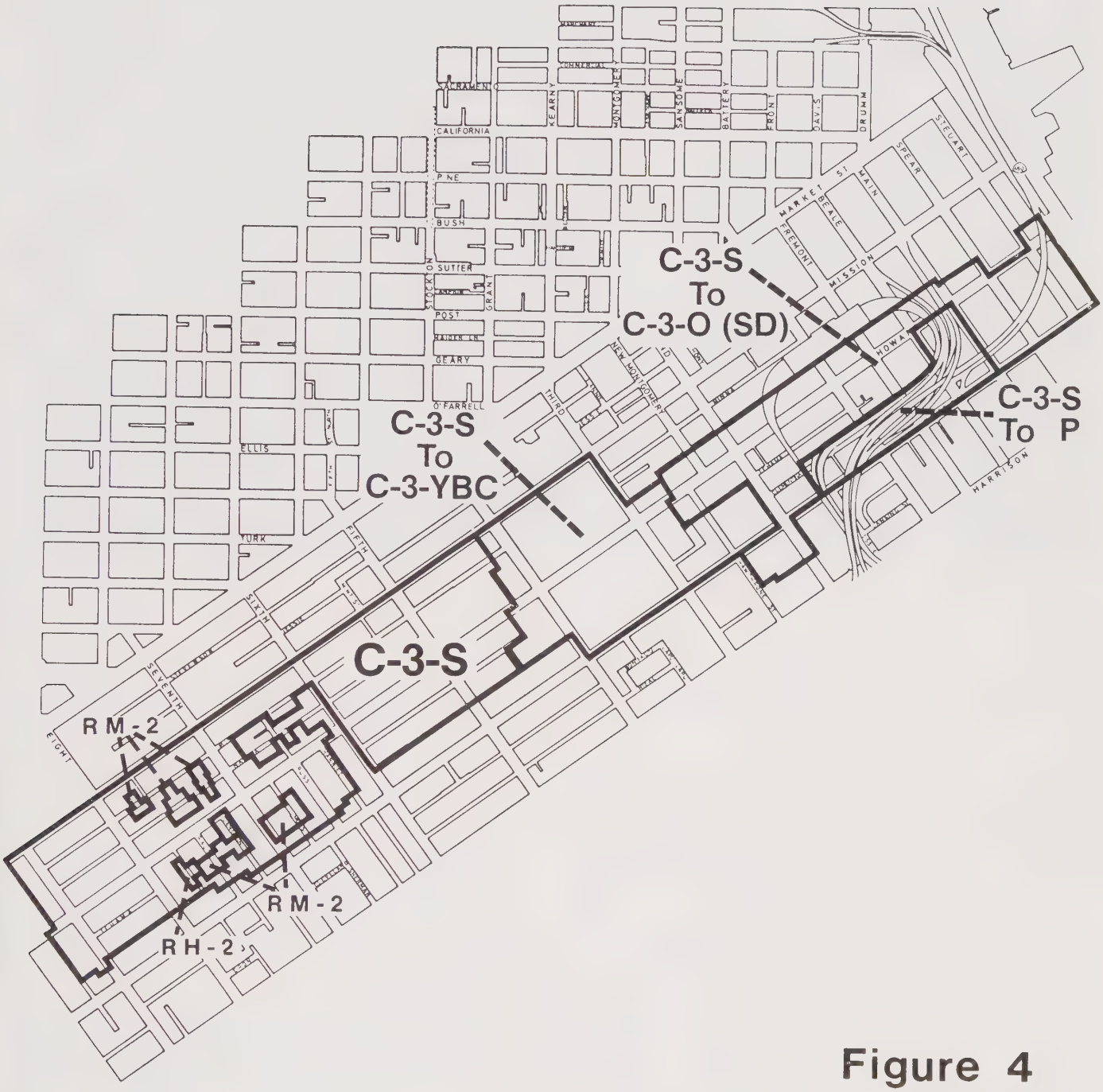
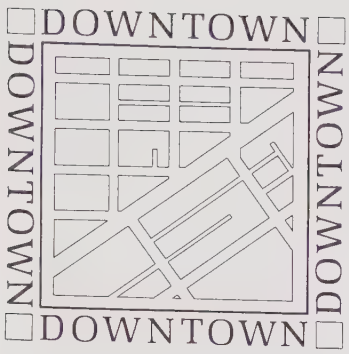



**Figure 4**
**C-3-S**
**DISTRICT BOUNDARY CHANGES**

RESIDENTIAL HOTELS

Amit Ghosh




# SPACE FOR HOUSING

SINGLE ROOM OCCUPANCY, EFFICIENCY UNITS, APARTMENTS . . . FLATS, LOFT CONVERSIONS, MIDRISE TOWERS, PENT-HOUSES . . . HOUSING FOR SENIORS, FOR FAMILIES, FOR SINGLES . . . HOUSING FOR IMMIGRANTS, FOR LONG-TERM RESIDENTS, FOR DOWNTOWN EMPLOYEES . . . SPACE FOR HOUSING IN OR NEAR DOWNTOWN.

## BACKGROUND

Housing close to downtown contributes greatly to downtown vitality, helping to ensure that it remains active after working hours.

Housing downtown consists of apartments, condominiums, and residential hotels. According to the 1980 Census, the ten downtown census tracts contained about 22,000 housing units. Renters lived in 98% of the occupied units. The classification of some residential hotels as "group quarters" indicates that probably more housing units exist downtown than were counted by the Census.

As shown on Map 7, residential hotels are concentrated in Chinatown, North of Market, and South of Market along Sixth Street. More than two-thirds of the city's 20,500 residential hotel units are in the downtown area.

Apartment buildings, shown on Map 8, are concentrated west of downtown. Many of these buildings have ground floor commercial uses. Smaller duplexes and sixplexes are located along some of the narrower interior streets South of Market. New construction in the last decade has involved primarily large-scale condominium projects at the edges of the downtown commercial districts.

The nearly completed Golden Gateway redevelopment project contains about 1,400 new housing units in close proximity to downtown. Several major office projects now under construction, also shown on Map 8, will include about 200 units of upper story housing.

As the downtown office district continues to grow, the pressure to demolish housing or convert it to nonresidential uses will increase. The pressure to some extent comes from commercial and retail activities that need nearby locations to serve downtown business and workers. Areas most affected are the South of Market (west of the Yerba Buena Center), North of Market (Tenderloin), Chinatown, and North Beach neighborhoods.

Employment in the C-3 district could increase by as much as 100,000 jobs between 1981 and 2000. So that this level of downtown employment growth would not increase the

competition for San Francisco housing, it is estimated that 1,000 to 1,500 units a year should be produced.

## THE PLAN

To preserve the scale and character of outlying neighborhoods and promote the vitality of downtown, most new housing should be located adjacent to downtown in underused industrial and commercial areas. At the same time, the existing housing supply in and adjacent to downtown should be protected from demolition or conversion to nonresidential use.

## OBJECTIVE

EXPAND THE SUPPLY OF HOUSING IN AND ADJACENT TO DOWNTOWN.

## POLICY

Promote the inclusion of housing in downtown commercial developments.

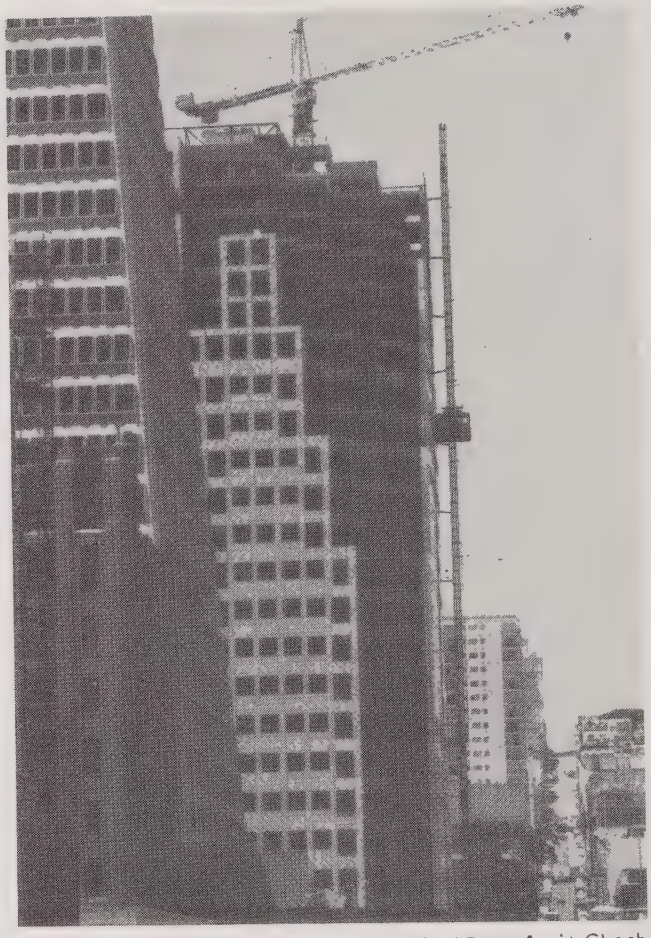
Mixed residential/office building development in the heart of downtown would provide needed housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area.

## IMPLEMENTING ACTIONS

- Allow housing in excess of base FAR in C-3-G and C-3-S districts.

Within the C-3-G and C-3-S districts, the base floor area ratio (FAR) of 8:1 and 6:1 respectively would not apply to dwelling units. On those sites where applicable height and bulk rules would allow more intense development, residential space could exceed the base FAR up to the limit set by the height and bulk rules. Projects exceeding the base FAR would have to be approved as conditional uses.

Residential density limits would be based on building volume rather than a specification of the number of dwelling units allowed per increment of lot area. Determination of the number, size, and mix of housing units would be part of the conditional use review.



MIXED RESIDENTIAL/OFFICE BUILDING Amit Ghosh

- Change certain Planning Code rules to facilitate housing.

Two changes in the Planning Code would facilitate development of housing in C-3 districts. First, the open space requirements for high-density housing should be amended to allow solariums to qualify as usable open space. Second, the rear yard requirements for housing in mixed use structures should be waivable in cases where the design of the project provides adequate usable open space and assures adequate light and air to the residential units and to adjacent properties.

## POLICY

Facilitate conversion of underused industrial and commercial areas to residential use.

Opportunities exist for major new residential development in certain areas close to downtown, as shown on Map 9. New housing can be provided there without significant displace-

Space for Housing

Map 7

● Hotel containing 6 or more residential units

Existing C-3 District Boundary

N

# DOWNTOWN RESIDENTIAL HOTELS

ment of existing residential units or commercial or industrial activity. In some areas, entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites that are and will remain in active commercial or industrial use.

## IMPLEMENTING ACTIONS

- Implement the Rincon Point-South Beach Plan.

The Rincon Point-South Beach Redevelopment project covers 115 acres of vacant and underused land in two locations on the northern waterfront between Mission Street and China Basin. The plan for Rincon Point calls for up to 350 housing units in a mixed use development of the Rincon Annex block.

The plan for South Beach calls for the creation of a new residential neighborhood with about 2000 housing units adjacent to a boat marina.

- Implement Yerba Buena Center Plan.

The 81-acre Yerba Buena Center (YBC) Redevelopment project, located in the general area of Market, Harrison, Third, and Fourth Streets, covers portions of the downtown office, retail, and support district. The area, when fully developed, will contain a variety of uses--Moscone Convention Center, offices, hotels, recreational and cultural facilities, shops and restaurants, as well as housing. The housing program calls for approximately 2,800 new dwellings, with approximately 40% for low-income elderly housing. About 860 units have been completed to date, all for low- or moderate-income households.

- Rezone the Van Ness Avenue corridor for mixed use, including high-density housing.

A Plan for Van Ness Avenue proposes land use and urban design controls intended to encourage mixed use and predominantly residential development. The plan recommends a Van Ness Avenue Mixed Use District, which would allow some commercial development but far more extensive residential use than now exists. If all sites were developed to the plan's maximum capacity, up to 5,800 housing units would be added.

The plan subdivides the avenue into five discrete subareas. The area between Redwood Street (just north of McAllister) and Broadway is cited as a development opportunity area, while the areas north of Broadway are shown as housing conservation areas. To encourage housing, commercial development is proposed to be limited to one-third the amount of residential space provided. Other features of the plan include height and bulk standards to ensure stepping back of upper-floor residential uses and special incentives for the preservation and adaptive reuse of architecturally significant buildings.

- Rezone Rincon Hill for mixed use including high-density housing.

The Rincon Hill plan and zoning controls cover a 12-block, 55-acre area--immediately north of the Bay Bridge and west of the Embarcadero. The proposed plan would permit the construction of as many as 3,700 housing units. Up to four slender highrise towers are recommended for the middle of the area. These towers would be surrounded by residential midrises. A 14-acre commercial area would buffer the new housing from the bridge and freeway.

- Study rezoning of the Central South of Market Area.

Potential rezoning of this area as a special mixed-use district should be studied. Such a district would be designed to encourage development of new mixed use projects on underused parcels and to protect existing housing.

- Study rezoning of the South Van Ness area.

This small, but geographically distinct, area is well served by transit and is close to Civic Center. It contains some housing and a number of underdeveloped parcels. The study would assess the potential of rezoning the area for moderately high-density residential use.

Space for Housing

Map 8

Existing Apartments
(Units per block, 1983)

- 1-100 Units
- 101-200 Units
- 201-300 Units
- over 300 Units

N

New Housing
in Mixed Use Projects

Existing
C-3 District Boundary

# APARTMENT UNITS DOWNTOWN

# SPACE FOR HOUSING

## OBJECTIVE

PROTECT RESIDENTIAL USES IN AND ADJACENT TO DOWNTOWN FROM ENCROACHMENT BY COMMERCIAL USES.

Residential units existing near downtown are the city's major source of inexpensive housing and are virtually irreplaceable given the cost of new construction and reduced public resources. Therefore, retention of units in and adjacent to the downtown is a key component of the city's housing program.

## POLICY

Restrict the demolition and conversion of housing in commercial areas.

Many parts of San Francisco were developed before zoning regulations separated various types of land uses. As a result, many thousands of housing units were built in and around downtown in areas also containing many commercial uses. Many of these areas are currently zoned commercial. Most of these housing units are sound or rehabilitatable and are relatively inexpensive. They represent a significant, irreplaceable portion of the city's housing supply. Yet in many cases, because of their location, it may be profitable to convert them to a nonresidential use or demolish them and use the property for nonresidential use.

RESIDENTIAL USES NEAR DOWNTOWN THAT MIGHT NEED PROTECTION Amit Ghosh

In commercial areas where there is a concentration of residential use, a form of mixed residential-commercial zoning should be adopted. Conversions of upper floor housing units to nonresidential use should be subject to conditional use review. The City Planning Commission would require evidence that the public benefits of the alternative use are more desirable than retaining the housing.

In commercial areas where the housing is more scattered, it may be more appropriate to regulate only the demolition or conversion of existing units rather than create a special use district which would cover new as well as existing uses.

## IMPLEMENTING ACTIONS

- Make demolition or conversion subject to conditional use approval.

There are approximately 15,700 housing units in dwellings and apartments in the existing C-3 districts, distributed as follows:

| C-3 District | Number of Residential Units |
|---|---|
| C-3-G | 12,482 units |
| C-3-R | 647 units |
| C-3-S | 1,542 units |
| C-3-O | 1,016 units |
| TOTAL | 15,687 units |

These housing units are particularly vulnerable to conversion or demolition because of their location and because current zoning or other controls do not restrict the use of the property to residential use.

An ordinance regulating demolition or conversion of these units should be considered. Pending adoption of the ordinance, demolition or conversion should be subject to conditional use approval by the City Planning Commission. The Commission should adopt guidelines under which such authorization could be granted.

- Rezone the North of Market residential area.

The North of Market is a low-income area of approximately 20,000 people, with housing consisting of 16,000 small rental apartments and residential hotel rooms, mostly in large buildings. The Planning Department's North of

Redevelopment Agency Housing Sites

Areas to be Rezoned for Housing

Potential Housing areas for Study

Existing C-3 District Boundary

AREAS FOR NEW HOUSING NEAR DOWNTOWN

N

Market Rezoning Study evaluated land use, zoning, building, and population characteristics of the area and delineated the primarily residential neighborhood to be protected by a special use zoning district. New zoning provisions would require replacement for any housing removed, and density and parking incentives for housing and sunlight protection. Primarily commercial areas in the North of Market would remain in commercial zoning.

The zoning changes proposed by the Department are now undergoing environmental evaluation and public review.

- Study rezoning of Chinatown.

Chinatown, centered along the blocks adjacent to Grant Avenue between Bush Street and Broadway, contains 5,500 housing units.

The zoning pattern in Chinatown, which includes C-3-G zoning south of Washington and C-2 Neighborhood Commercial zoning north of Washington, has not undergone a major evaluation in more than 17 years.

Specialized zoning controls should be developed which are more responsive to its unique characteristics as an important residential area and place of commerce. A zoning study is in its initial stages.

- Study rezoning of the North Beach area.

The North Beach area, generally bounded by Pacific, Mason, Chestnut, and Sansome Streets, contains more than 6,000 housing units. The area, however, for years has been zoned C-2 (Community Business), allowing commercial conversion. In 1982, at the behest of North Beach neighborhood groups, a residential-commercial re-classification of 32 blocks or portions of blocks grouped near Broadway and Columbus was initiated by the Planning Commission. These blocks contain approximately half of the North Beach housing stock. Background studies to determine the appropriate zoning controls to protect the housing are underway.

POLICY

Preserve existing residential hotels.

Residential hotels represent a unique, irreplaceable resource for many thousands of lower-income households. Most of these hotels are close to downtown and are subject to continuing pressures for conversion or demolition. As San Francisco grows as a tourist center, residential hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged.

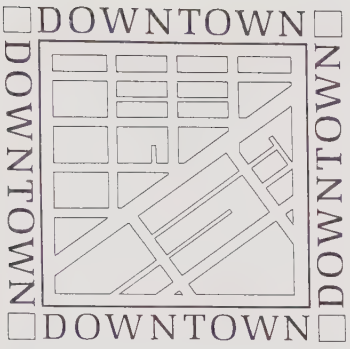
IMPLEMENTING ACTIONS

- Maintain controls on the conversion and demolition of residential hotel units.

These units are controlled by the Residential Hotel Conversion and Demolition ordinance (Chapter 41 of the Administrative Code).

JUSTIN HERMAN PLAZA

Malcolm Lubliner




# OPEN SPACE

SUN, TREES, BENCHES, FOUNTAINS . . . MORE HUMAN AND LIVABLE PLACES, ACCESSIBLE TO ALL . . . MORE INTERESTING AND VARIED EXPERIENCES . . . EXCITEMENT, SECLUSION . . . SPACE TO BE TOGETHER, SPACE TO BE ALONE . . . MOVEMENT, STILLNESS . . . OPEN SPACE.

## BACKGROUND

Watching people lounging in Union Square, sunbathing in Sidney Walton Park, sitting on the upper level of Embarcadero Center, or standing on the new Embarcadero Promenade looking out over the Bay, gives the impression that San Francisco's downtown has ample open space. But the picture changes in the Financial District along Montgomery, Sansome and California Streets, where highrise buildings are concentrated. The generally triangular area bounded by Sacramento Street on the north, Kearny and Stockton Streets on the west, and reaching nearly to Market Street on the south, encompasses 33 blocks without significant open space.

South of Market Street, the situation is even more severe. Two of the community's largest parks, which once served the general area, were used as sites for the Hall of Justice and Bessie Carmichael School. They have not been replaced. Today, only South Park and a small children's playground on Howard Street serve residents nearby. A new park is planned at Sixth and Folsom Streets. The rest of the nearly 8,500 residents and thousands of employees in the South of Market area are without open space.

It is projected that by the year 2000, there may be as many as 100,000 employees added to the existing 280,000 within the C-3 district. This anticipated growth greatly increases the need for usable open space downtown.

In the past, open space has been created through a variety of financing mechanisms. Some downtown parks were donated many years ago by private citizens, as was the case with Union Square. Newer open spaces--such as Justin Herman Plaza, Sidney Walton Park, and the proposed Yerba Buena Garden--have been or will be created through the redevelopment process.

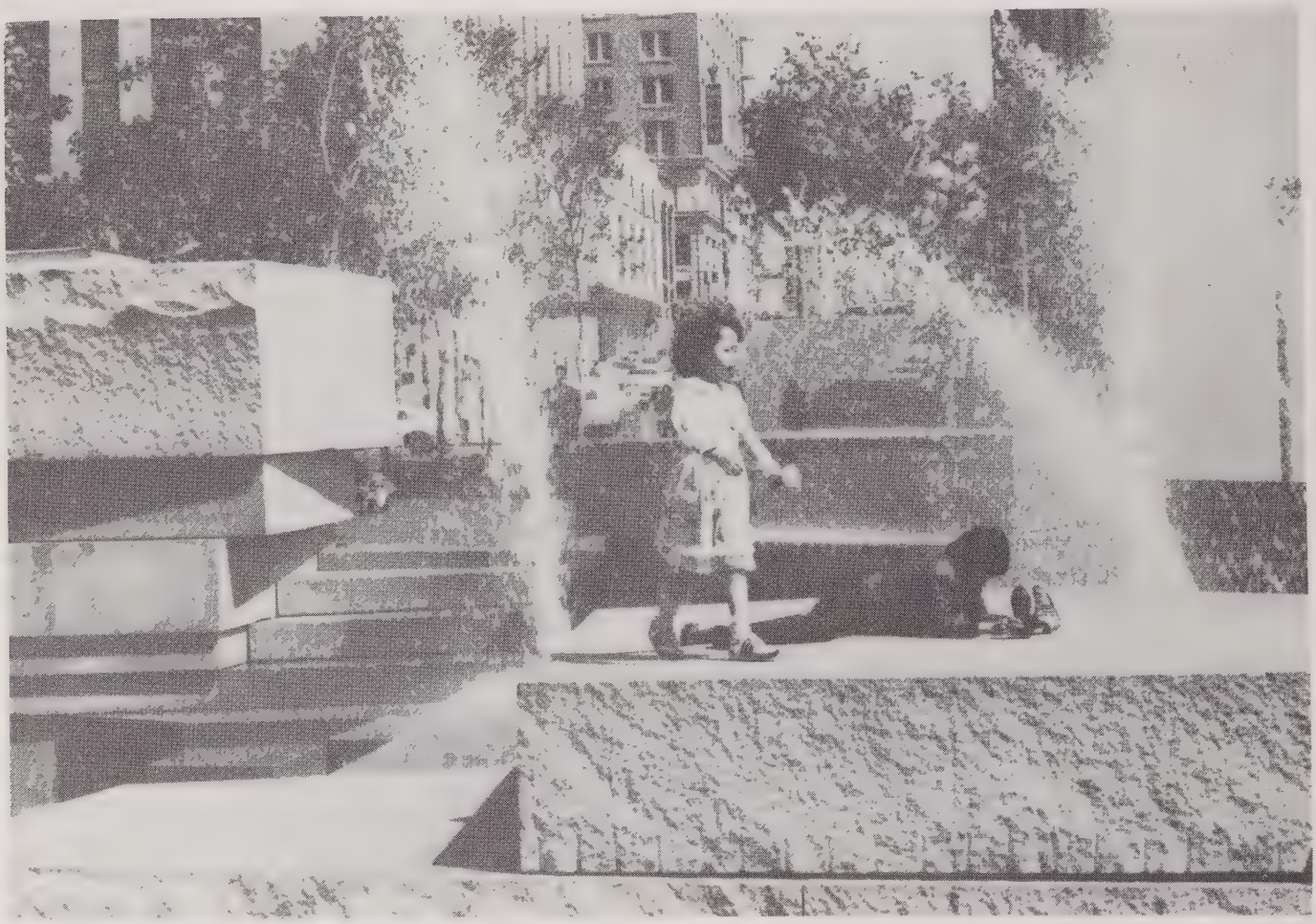
In addition to the surface beautification projects BART provided following its construction, the Market Street Beautification Program, which was financed by a separate local bond issue, furnished open space and landscaping on a large scale along Market Street. The combined results include Hallidie Plaza, Mechanics Plaza, United Nations Plaza, and portions of Justin Herman Plaza. All four were created in whole or in part by vacating street rights-of-way.

## OPEN SPACE

A new mechanism to obtain open space was introduced through zoning provisions passed in 1968. Under this now suspended bonus system, developers willing to provide publicly accessible open space at the base of their buildings were granted additional floor area for their buildings. Each square foot of plaza area was credited with six, eight, or ten square feet of additional building space, depending on the zoning district, up to 15% of the basic allowable gross floor area. The Planning Code, while specifying the dimensions, certain characteristics of access, and limiting the portions of the plaza to be occupied by landscape features, nevertheless failed to provide any qualitiative guidance for the design of open space. As a result, a number of plazas downtown are only marginally useful because they are either inaccessible, are sited in the shadow of buildings, and/or lack seating or other amenities that make people feel welcome and comfortable.

The bonus provision also encouraged "the tower in the park," which emphasized the individual building rather than the relationship between buildings. When repeated too often, this freestanding configuration disrupts the continuity of facades and weakens the streetscape.

Past policies produced open space in an unplanned fashion, and in many cases, open space of unsatisfactory quality was provided. This Plan approaches open space in a more comprehensive and systematic way and establishes guidelines to ensure the quality of future open space.



UNITED NATIONS PLAZA FOUNTAIN Rana Ahmadi

## THE PLAN

Adequate open space is of vital importance to the desirability of downtown San Francisco as a place to visit, work, or live. As a forest becomes denser, it becomes more difficult to find a sunlit meadow. Similarly, in San Francisco's downtown, sunshine and wind protection, which are essential to the personal comfort of open space users, become of prime importance in the planning for downtown open space.

The Open Space chapter calls for preservation and enhancement of existing open spaces and creation of additional open space through public and private efforts. These open spaces would be connected by a pedestrian network.

This Plan envisions a downtown that will develop over the next two decades with substantial enhancement of open space. It further envisions the development of a system of linked, sunny open spaces around the high-density downtown core. To the east is the waterfront, and the ample open spaces to be provided between Piers 9 and 24. Pier 7 will become an open space pier. Piers 1 through 5 will have generous shoreline access. The Ferry Building complex will provide additional plazas and sitting areas adjacent to the already generous Justin Herman Plaza and related spaces.

A 4.8-acre park--Rincon Point Park--will be added next to the shoreline promenade between the Agriculture Building and Pier 24. To the north are Sidney Walton Park and the parks on Maritime Plaza. On the west are Portsmouth Square, St. Mary's Square, and Union Square, as well as the sunny streets of the retail district. Major new open space will be added in the Yerba Buena Center project on the central blocks, centered on six acres of park and plaza in the block bounded by Third, Fourth, Mission, and Howard Streets.

A major gap exists to the south between Third Street and the Bay, where there is no significant usable open space. This Plan, as a consequence, calls for two new urban parks in the South of Market area, one between First and Fremont Streets, south of Howard Street (1.75 acres) and another between Second, New Montgomery, Jessie, and Howard Streets (0.72 acres). It also calls for a one-acre, open terraced plaza in front of Transbay Terminal.

A number of smaller parks and open spaces are also vital ingredients in the overall network. Many of these deserve sunlight protection. They include Hallidie Plaza, Crocker Plaza, the proposed Crocker View and Sun Terrace at 1 Montgomery Street, Mechanics Plaza, and Belden and Front Streets--which could be closed at lunch time exclusively for people.

"SNIPPET" OF OPEN SPACE Eva Liebermann

Opportunities exist to introduce more adequate space for people through continued creative uses of public rights-of-way. Smaller open spaces could be developed, including plazas, garden parks, greenhouse spaces, and "snippets"--small sunny sitting areas. In short, the Plan calls for spaces for people to sit, relax, watch, and enjoy the city.

The first block of Sansome Street could be closed to traffic (except MUNI and emergency vehicles), and redesigned to relate to Citicorp's atrium space under construction at One Sansome, as well as to the Crown Zellerbach Plaza. The end of Second Street between Market and Stevenson could similarly be closed, and connected to open space at the 595 Market Building.

# OPEN SPACE

Existing plazas that are uninviting and underused because of shadow, wind, and lack of amenities could be retrofitted with windbreaks, partial glass enclosures, fixed and movable seating, food service, entertainment and water.

This Plan envisions a downtown where almost everyone will be within 900 feet (approximately the length of two east-west blocks north of Market Street) of a publicly accessible space to sit, to eat a brown-bag lunch, to people-watch, to be out of the stream of activity but within sight of its flow. Many of these spaces would be small and privately owned. The height of new buildings adjacent to major spaces would be controlled to ensure sunlight during critical hours of the day. Some spaces would be without direct sunlight and the solar heat it provides. These would be made more comfortable through wind protection, partial or total glass enclosure, and through light reflected from surrounding light-colored buildings.

The Urban Form chapter specifies firm rules for protecting sunlight to the key spaces. To do less would be to lose forever an opportunity to provide amenities essential to downtown. At the same time, the Plan outlines a variety of ways to create open space for people.

The Plan recognizes that not every space can be permanently assured of direct sunlight at all times. Open space must be balanced with Space for Commerce and Space for Housing. Consequently, height zones, bulk controls, architectural guidelines, and open space guidelines all work together to create a vital, comfortable, and economically vigorous downtown.

A survey of persons using downtown open space was undertaken to establish the service areas of existing parks and plazas which generally meet the proposed standards. The areas falling outside these service areas are considered deficient, and a special effort should be made to create significant open spaces in those areas. The deficiency areas are identified on Map 10 as are sites which would make desirable open space. All parks and plazas are identified and classified on Map 11.

The specific proposals and details of the Plan consist of a series of new objectives, policies, and implementing actions. They do not appear in the Recreation and Open Space Element of the Master Plan.

EVALUATION OF SELECTED DOWNTOWN PARKS & PLAZAS COMPARED WITH PROPOSED OPEN SPACE GUIDELINES

| NAME OF PLAZA OR PARK | OPEN SPACE ELEMENT | | | | | | |
|---|---|---|---|---|---|---|---|
| | SEATING | SUN EXPOSURE | WIND PROTECTION | LANDSCAPING | WATER FEATURE | FOOD SERVICE | ACCESS |
| Crown Zellerbach Plaza | ● | ◐ | ○ | ○ | ○ | ● | ● |
| Standard Oil Plaza | ● | ◐ | ○ | ○ | ○ | ● | ● |
| One Metropolitan Plaza | ◐ | ◐ | ○ | ○ | ● | ● | ○ |
| 333 Market Street Plaza | ◐ | ● | ○ | ○ | ● | ● | ○ |
| Bechtel Plaza, Beale Street | ○ | ● | ○ | ○ | ● | ● | ○ |
| Pacific Gas & Electric Plaza | ◐ | ◐ | ○ | ○ | ● | ● | ○ |
| Mutual Benefit Life Plaza | ● | ◐ | ○ | ○ | ● | ● | ○ |
| Union Bank Plaza, 50 California St. | ○ | ○ | ○ | ○ | ● | ● | ○ |
| Steuart and Mission Plaza | ◐ | ○ | ○ | ● | ● | ○ | ○ |
| Bank of America Plaza | ◐ | ● | ● | ○ | ● | ● | ○ |
| 101 California Plaza | ● | ● | ● | ○ | ○ | ● | ○ |
| St. Mary's Square | ○ | ◐ | ○ | ○ | ● | ● | ◐ |

OPEN SPACE FEATURE RATING

○ SATISFACTORY

◐ FAIR

● UNSATISFACTORY

DOWNTOWN
DOWNTOWN
DOWNTOWN
DOWNTOWN

## Open Space

### Map 10

Existing Open Space

Open Space in the Planning Stage

Area Deficient in Open Space
(Not served by existing open space or open space in the planing stage.)

Proposed Open Space

Proposed C-3 District Boundary

N

## MAJOR OPEN SPACES

## JES FOR OPEN SPACE

| Landscaping | Commercial Services, Food | Sunlight (PST) and Wind | Service Hours | Other |
|---|---|---|---|---|
| ıround surface primarily f high quality paving ıaterial. Install plant ıaterial such as: trees, ines, shrubs, seasonal owers to create garden- ke setting. Water eature desirable. | | At least 75% of the occupied area to receive sunlight from 11 AM to 2 PM between spring and fall equinox. Shelter from wind. | Open to the public at least 5 days a week from 8 AM to 6 PM. | Security gates, if provided, should be an integral part of the design. |
| rovide lush landscape etting with predominantly ıwn surfaces and planting ıch as trees, shrubs, round cover, flowers. rovide a water feature as ıajor focus. | Locate food service within or adjacent to the park. 20% of space may be be used for restaurant seating. | At least 90% of the occupied area should receive sunlight from 10 AM to 3 PM between the spring and fall equinox. Shelter from wind. In the case of a neighborhood park the sunlight hours extend from 11 AM to 4 PM. | Open to the public at least 5 days a week from 8 AM to 6 PM. | Security gates, if provided, should be an integral part of the design. |
| andscaping is generally condary to architectural ements. Use trees to rengthen spatial finition and to create ripheral areas of more timate scale. | Provide retail space including food services in space around plaza. 20% of space may be used for restaurant seating. | At least 75% of the occupied area should receive sunlight from 11 AM to 2 PM between spring and fall equinox. Protect plaza from wind. | Open to the public at all times. | |
| errace may take one of ıe following forms: complex architectural setting which may include art works. flower garden. space with trees and other planting. | Locate food service on or adjacent to terrace. | At least 90% of the occupied area should receive sunlight from 11 AM to 2 PM between spring and fall equinox. Shelter from wind. | Open to the public 10 AM to 5 PM five days a week excepting holidays. | |
| ıterior surface may be mixture of hard surfaces nd planting areas. Water eatures are desirable. | Provide food service within greenhouse; 20% of greenhouse space may be used for restaurant seating. | It is highly desirable but not required that the space would receive some sunlight during the midday period. | Open to the public 10 AM to 5 PM five days a week excepting holidays. | Include large windows or movable walls to open up greenhouse in warm weather. |
| ırface will predominantly e hard pavement. Add lanting where appropriate. | Encourage food vendors to locate in the vicinity. | Sitting areas should receive direct sunlight from 11 AM to 2 PM between spring and fall equinox. | Open to the public at all times. | Each seat to be credited as the equivalent of 25 sq. ft. of open space. Buildings with a floor area of up to 100,000 sq. ft. are allowed to satisfy all of their open space requirement in form of "snippets". Larger buildings can satisfy up to 20% of their open space requirement with this type of open space. |

## OBJECTIVE

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

Open space will become increasingly important as the number of persons in downtown grows. Meeting the demand for additional open space in the face of intense competition for land requires both private and public sector action. It also requires imagination, commitment, and a general acknowledgment that open space is essential to the downtown environment.

## POLICY

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

San Francisco's climate is such that only sunny, wind-protected outdoor sites are usable on most days of the year. Outdoor spaces should be oriented in relation to adjacent development so that there will be direct sunlight during periods of high usage. Prevailing wind patterns and local wind currents created by adjacent development should also be considered. Barriers to deflect unpleasant winds should be used where appropriate.

## POLICY

Provide different kinds of open space downtown.

Different kinds of spaces should be provided downtown to assure that a variety of recreation and open space experiences are available to a diverse population. They might take the form of a sun and view terrace, a landscaped garden, a plaza or a park. Requirements for these open spaces are shown on Figure 5. An attractively landscaped greenhouse structure is desirable in areas where the alternative is a shady, windy plaza. The designs of these facilities should consider the needs of various population groups. Wherever possible, provision should be made for those who desire a quiet secluded location as well as those who enjoy crowds and activity. Food and beverage service usually should be located in or adjacent to open spaces to facilitate public use and enjoyment.

## POLICY

Provide a variety of seating arrangements in open spaces throughout downtown.

The popularity of an open space correlates highly with the amount of comfortable sitting space provided. To accommodate this common need, adequate seating should be required in new facilities in direct relationship to the size of the open space. Existing spaces without adequate seating should be retrofitted. Sitting places should be located up front near the action and secluded in the back, in the sun and in shaded areas. Their configurations should accommodate people in groups as well as those who want to sit alone.

Sitting space can be provided in many ways. Besides conventional bench-type seating, walls, steps, ledges, planters, and fountains can be designed imaginatively to invite people to sit. Movable chairs are particularly desirable because of the flexibility in seating arrangements they provide.

MARITIME PLAZA Rana Ahmadi

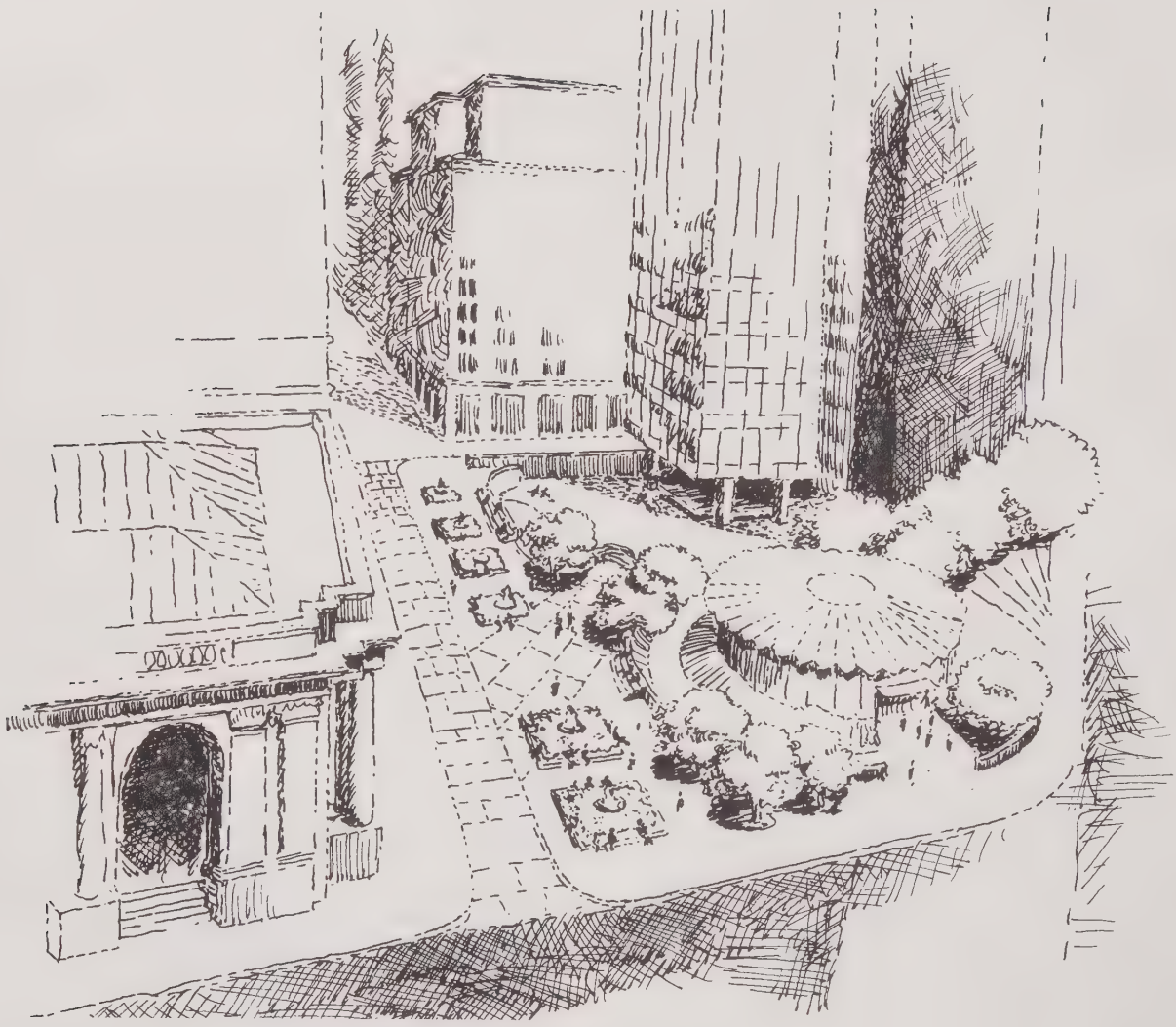


FIGURE 6 SANSOME STREET COMBINED WITH CROWN ZELLERBACH PLAZA Richard Hedman

## POLICY

Improve the usefulness of publicly owned rights-of-way as open space.

Recreation and open space use of publicly owned rights-of-way should be expanded and enhanced. The Market Street Beautification Project developed unneeded portions of street rights-of-way into plazas with sunny sitting areas. Similar opportunities exist elsewhere. For example, some lightly used streets and alleyways could be converted into lunchtime malls where outdoor dining could be moved into the street area. Where conditions permit, certain blocks might be converted into permanent plaza or park space. Figure 6 illustrates one example of how public rights-of-way might be combined with adjacent plazas to create a large open space.

## POLICY

Give priority to development of two categories of highly valued open space: sunlit plazas and parks.

Providing ground level plazas and parks benefits the most people. If developed according to guidelines for access, sunlight, design, facilities, and size, these spaces will join those existing highly prized spaces such as Redwood Park, Sidney Walton Park, Justin Herman Plaza, and the State Compensation Building Plaza.

## OBJECTIVE

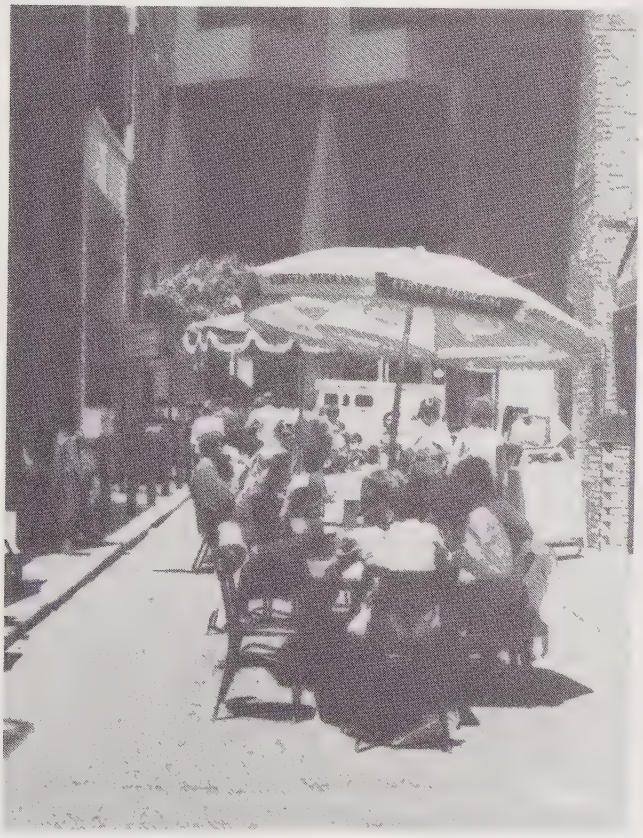
CREATE AN OPEN SPACE SYSTEM ACCESSIBLE TO AND USABLE BY EVERYONE DOWNTOWN.

## POLICY

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

Proximity is an important factor in the decision to frequent a park during lunch breaks. The average distance most people are willing to walk to a park or plaza is approximately 900 feet.

Map 10 indicates "deficiency" areas--areas not within 900 feet of an existing or proposed major open space--in which new open spaces should be created. It also indicates sites that would be particularly desirable as open spaces because of their location and orientation to the sun. Some of these sites are privately owned and their development for other uses should not be delayed if their acquisition for open space cannot be accomplished within a reasonable time.



BELDEN STREET AT NOON Rana Ahmadi

## POLICY

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

The individual parts of an open space system should be linked by an overall downtown pedestrian network. For example, the plazas and arcades of the 5 Fremont Building are natural extensions and components of a midblock pedestrian system connecting the Transbay Terminal to Market Street. Plazas and parks become pathways for trips as well as destinations for trips. Future sidewalk arcades, gallerias, and through-block pedestrianways would also contribute to the pedestrian network. This network is shown on Map 17 of the Moving About chapter.

## POLICY

Keep open-space facilities available to the public.

Locked gates or restricted passages negate the purpose of open space and pedestrian network linkages. All such spaces and facilities usually should be open to the public from 8 a.m. to 7 p.m. at least six days a week. However, the hours and days of accessibility might vary according to the nature of the facility, its location, and the time it is likely to be used by the public.

## POLICY

Provide open space that is clearly usable and easily reached from the street.

Open spaces should be accessible, visible, and generally be at or near grade level to facilitate use. Plazas and parks more than three feet above or below grade are less inviting, and as a result, are less frequently used. Any plaza or park not at street level should be connected to the street system by wide, visible, and inviting stairways or ramps.

Terraces located on upper levels or on top of buildings should be readily accessible to the public. Their availability should be marked visibly at street level. Adequate signs in hallways and elevators should aid in locating the facility.

# OPEN SPACE

## OBJECTIVE

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

The form of the built environment depends not only on buildings, but the space between them. In many instances, this space is provided by the streets and sidewalks that separate the buildings on either side. Within the grid of streets, properly designed open spaces--as notches or longer segments of blocks--provide relief to an otherwise dominant streetwall form.

Open space is an essential element of the urban form. It is frequently the most remembered and identified component of the urban landscape. For example, Union Square is an anchor physically and psychologically for the area surrounding it.

Conversely, open space in urban settings is dependent upon the built environment to frame, enclose, and define the space. This delicate relationship is characteristic of a quality urban environment.

## POLICY

Locate open spaces so that distinctive openings are created in downtown's otherwise dominant streetwall.

The traditional form of downtown San Francisco is one of structures built vertically from the sidewalk edge. This provides a continuous relationship of pedestrian to building facade. An occasional break in this pattern for a plaza, park, or building setback adds interest to the pedestrian experience. However, too-frequent application of these devices destroys the relationship and results in "towers in the park" removed from the immediate experience of the pedestrian. The provision of open space should be accomplished through conscious concern for the relationship between building mass and open space--with a view to strengthening the visual impact of both.

## POLICY

Introduce elements of the natural environment in open space to contrast with the built-up environment.

Some spaces may be predominantly grass, shrubs, trees, and soft surface parks with a few paths and benches. Others may provide just a few plants, trees, and a fountain in an otherwise hard-surface plaza. However, all open spaces should provide some counterpoint of the natural environment to the dominant presence of the built environment of streets and buildings, if only an opened vista to the sky or water.

## IMPLEMENTING ACTIONS

Attaining the needed quantity and variety of open space to serve downtown residents, workers, and visitors would require efforts by both the public and private sectors. Both traditional and innovative techniques would be involved.

- Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.

As development intensifies, greater pressure is placed on the limited downtown park space. New private development should assist in meeting the demand for open spaces that it will create. In newly developing suburban areas, it has become common practice to require developers to contribute to the provision of public facilities, the demand for which is created in part by the development site. San Francisco's Planning Code currently requires that open space be provided to serve residential uses. Open space is obtained either by specifying a maximum lot coverage or by requiring that open area be provided at a certain ratio per dwelling unit, depending on the zoning district and density of development. A similar method of providing needed open space should be extended to non-residential uses in the downtown.

# Open Space

## Map 11

Generally Meets Proposed Open Space Standards

Does Not Meet Proposed Open Space Standards

Proposed C-3 District Boundary

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## EXISTING OPEN SPACE QUALITY

# OPEN SPACE REQUIREMENTS - HOW THEY WORK

The following text, as it might appear in the Planning Code, explains the requirements:

- OPEN SPACE REQUIREMENTS - C-3 DISTRICTS. In the case of a new building or addition of floor area equal to 20% or more of an existing building (hereinafter "building") in C-3 districts, usable open space shall be provided in the amount and in accordance with the standards set forth in this section.

- **Amount required.** Usable open space shall be provided in the amounts specified below:

Minimum Amount of Usable Open Space Required

| Use District | Ratio of Square Feet of Usable Open Space to Gross Square Feet of New Building or Addition |
|---|---|
| C-3-O | 1:50 |
| C-3-R | 1:100 |
| C-3-G | 1:50 |
| C-3-S | 1:50 |

- **Floor Area of An Open Space Feature Excluded From Allowable Gross Floor Area.** The floor area of usable open space shall not be counted against the allowable gross floor area of the building regardless of whether the feature is an integral part of the building or whether it is open or enclosed.

- **Transfer of Allowable Floor Area of a Park Lot to a Non-Contiguous Development Lot or Lots.** The basic gross floor area of a lot developed as a park pursuant to this section (the park lot) may be transferred to another lot or lots (development lot), provided that: the park lot and development lot or lots are in the same zoning district, or the development lot is in Special Development District No. 1; and the development on the development lot or lots will not result in the demolition or substantial alteration of an architecturally significant or contributory building or designated landmark.

- **Character of space provided.** Usable open space shall be composed of an indoor or outdoor area or areas designed to provide a wide variety of recreational and open space opportunities for residents, workers, and visitors in the C-3 districts. Such areas may include plazas, urban gardens, view and sun terraces, urban parks, greenhouses, and small sitting areas. Such area or areas shall be on the same site as the building or on a site identified as a proposed open space site in the Downtown Plan, a part of the Master Plan, or may, with the approval of the City Planning Commission, be located off-site on public or private property in a location within the same zoning district or within 500 feet of said zoning district.

- **Standards.** Open space areas shall be approved by the Department of City Planning and shall meet the standards contained herein. Said recreation and open space areas shall:

  (a) be of adequate size;

  (b) be situated in such locations and provide such ingress and egress as will make the area easily accessible to the general public;

  (c) be well designed and where appropriate be landscaped and provide for the display of public art;

  (d) be protected from wind;

  (e) incorporate various features, such as seating and access to food service, which are appropriate to the type of area and which will enhance public use of the area;

  (f) be well lighted if the area is of the type requiring artificial illumination;

  (g) be open to the public at times when it is reasonable to expect public use;

  (h) be designed to enhance user safety and security;

  (i) be well maintained at no public expense;

  (j) be operated in such a manner as will enhance use of the area by the general public;

  (k) have adequate access to sunlight if sunlight access is appropriate to the type of area; and

  (l) be consistent with the Master Plan.

- **Permitted Obstructions.** In the calculation of usable open space the following obstructions shall be permitted: overhead horizontal projections, bays, and firescapes that will not obstruct pedestrian movement or block required sunlight access; and any features on the floor or the area appropriate to the proper functioning of the area.

- **Guidelines.** Consistent with the standards set forth in this Code, the City Planning Commission shall adopt as part of the Master Plan, more specific guidelines regarding the size, location, design, maintenance, and method of operation deemed necessary to assure the appropriate functioning and appearance of the various kinds of open space areas that can be provided in satisfaction of the requirements of this section.

- **Exemptions.** The open space requirement may be waived by the Department of City Planning if it finds that there is no feasible way to satisfy the requirement either on the lot of the development giving rise to the requirement or on another eligible lot.

Under this Plan, each development would be required to provide open space in an amount directly proportional to the building size excluding residence space for which existing open space requirements would be applied. The open space requirement could be satisfied in a variety of ways. They include provision of plazas, parks, urban gardens, sun and view terraces, greenhouse spaces, and small sitting areas.

The open space requirements, stated as a ratio of gross square feet of open space to gross square feet of development, are as follows:

| C-3 District | Ratio of Open Space to Development (in sq.ft) |
|---|---|
| C-3-O | 1:50 |
| C-3-R | 1:100 |
| C-3-G | 1:50 |
| C-3-S | 1:50 |

In mixed commercial-residential projects, some open spaces could serve both uses.

The open space requirement for the C-3-R district is less than for other districts because the retail district is already served by a major park (Union Square) and because the objective there is to achieve lower scale development with continuous retail frontage. The most useful open space for this district would be small sitting spaces on certain streets--such as Grant Avenue--or plaza type treatment of certain public rights-of-way--such as Maiden Lane.

- Allow development rights from an open space site to be transferred to a non-adjacent development site.

Frequently in the past, open spaces in the form of plazas have been provided as part of a development site. Under existing Planning Code rules, the allowable floor area attributable to the portion of the site occupied by the plaza can be used in the adjacent building, allowing the building to be taller than it would be if only the allowable floor area for the portion of the site occupied by the building were used. Because the open space site and the building site must be adjacent to one another, the open space has not always been located where it is most needed or where access to sunlight is best.

In many cases, better open spaces could be obtained if allowable floor area from an approved open space site could be transferred to a non-adjacent development site. This flexibility would permit builders to develop one site intensively and at the same time provide open space in an area of identified need. It would also allow organizations specializing in park development to acquire desirable park sites and finance the acquisition by selling the development rights and open space credits to developers.

- Allow the open space requirement of new buildings to be met off-site by developing open space on public land.

The city could also permit the open space requirement to be met by improvement of off-site public land in a manner that transforms the site into usable space. Certain publicly owned land, including land held by the Port, Parking Authority, various other city and state agencies, such as Caltrans, might be adaptable to meeting the open space needs of the downtown population. These parcels and portions of parcels might be developed as open space by sponsors of new buildings as a means of meeting open space requirements. Improvements could also consist of providing sitting areas on widened sidewalks. Unlike off-site open space on private land, development rights could not be transferred from the public land to the new building site.

- Continue to acquire and develop new publicly owned open space to serve downtown residential areas.

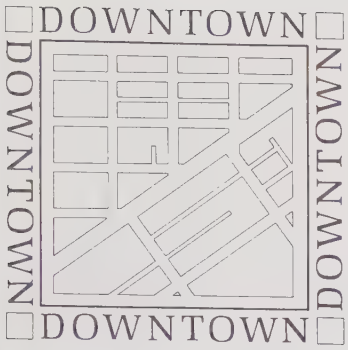
Chinatown, North of Market, and South of Market have been identified as high-need neighborhoods because there are inadequate open spaces to serve the residential populations of those areas. This has given the neighborhoods eligibility for use of the Open Space Acquisition and Park Renovation Fund. From this fund, parks are now being created in the Tenderloin Area in the block bounded by Ellis, Jones, Eddy, and Taylor Streets, and in the South of Market at Sixth and Folsom Streets. Steps are being taken to acquire an additional site in Chinatown.

- Acquire needed open space through use of eminent domain powers when other means fail.

Needed open space might not be achieved by voluntary means. For example, fragmented ownership might make it very difficult to assemble a usable open space site of suitable size and location through voluntary means. As a last resort, the use of eminent domain might be required.

SHELL BUILDING

Malcolm Lubliner




# PRESERVING THE PAST

## BACKGROUND

Buildings in San Francisco's downtown were, until recently, the product of a short period lasting from 1906 until about 1930. After the earthquake and fire there was a rush to rebuild. By 1910, the area now considered the retail and financial districts was largely rebuilt with little evidence of the disaster remaining. Many of the new buildings were designed by architects trained in the same tradition (at the Ecole de Beaux Arts in Paris or under instructors trained there) and responding to a new building technology. As a result, the downtown had a coherent, unified appearance.

Downtown was characterized by light-colored, masonry-clad structures from six to twelve stories in height with rich, distinctive, and eclectic designs.

Conscious efforts were made to relate buildings to both the street and adjacent buildings by use of similar cornice and belt course lines, and sympathetic materials, scale, and color. Large areas of glass, made possible by steel frame construction, were often used to allow light to penetrate into interiors. Buildings were constructed to the street and property lines, defining the street edge and producing a sense of enclosure. The relatively low structures incorporated a considerable amount of ornamentation and articulation, creating a pedestrian scale. Later development, up until the mid-1920s, continued this style and character.

During the late 1920s, though, many skyscrapers (for example, the Russ, Shell, and Pacific Telephone buildings) were of a more monumental size. But by use of a similar scale, style, materials, color, solid to glass ratio, detailing, and belt courses, they blended with buildings built right after the earthquake and fire.

From the Depression until the 1950s, no major buildings were constructed downtown. When construction resumed, buildings were of a much different character. Increasingly, they were much larger in scale than earlier buildings, often dark in color or with reflective glass, with few details to relate the building to pedestrians or to adjacent buildings. The new 'International Style' architecture made an office building a

rectangular box with sheer, unornamented walls without setbacks or cornices. Continuity of the building form along the street was lost as buildings were set back and placed in plazas, each creating a "tower in a park."

In recent years, there has been increasing concern over the loss of older buildings and the failure of their replacements to blend into the established character of their surroundings.

TYPICAL POST-FIRE DEVELOPMENT Amit Ghosh

The U.S. Supreme Court in Penn Central Transportation Company vs. New York City, 438 US 104 (1978), which upheld the constitutionality of mandatory retention of landmark buildings, clearly outlined the importance of preservation:

> Over the past 50 years, all 50 states and over 500 municipalities have enacted laws to encourage or require the preservation of buildings and areas with historic or aesthetic importance. These nationwide legislative efforts have been precipitated by two concerns. The first is the recognition that, in recent years, large numbers of historic structures, landmarks, and areas have been destroyed without adequate consideration of either the values represented therein or the possibility of preserving the destroyed properties for use in economically productive ways. The second is a widely shared belief that structures with special historic, cultural, or architectural significance enhance the quality of life for all. Not only do these buildings and their workmanship represent the lessons of the past and embody precious features of our heritage, they serve as examples of quality for today. "[H]istoric conservation is but one aspect of a much larger problem, basically an environmental one of enhancing--or perhaps developing for the first time--the quality of life for people."

The Foundation for San Francisco's Architectural Heritage (Heritage) has systematically evaluated and rated all buildings in the C-3 district constructed prior to 1945. For each building, architectural qualities (such as its style and design), environmental qualities (such as its continuity with surrounding development), and historic qualities (such as the architect or age of the structure) were considered.

The buildings were placed in four groups:

> A-Highest Importance - Buildings with outstanding characteristics distinguished by outstanding qualities of architecture, historical values, and relationship to the environment.
>
> B-Major Importance - Buildings of individual importance notable for their overall quality, rather than any particular outstanding characteristics.
>
> C-Contextual Importance - Buildings distinguished by their scale, materials, compositional treatment, cornice, and other features that provide the setting for more important buildings and add visual richness and character to the downtown area.
>
> D-Minor or No Importance - Buildings that, because of alterations or lack of quality in the original structure, are not significant structures.

Of the 1,700 buildings downtown, 127 were rated A--highest importance, 241 were rated B--major importance, and 789 were rated C--contextual importance.

In recent years, an average of eight A- and B-rated buildings a year have been demolished to make way for new development. In the absence of stricter controls, seven or eight significant buildings a year can be expected to be demolished in the future.

FITZHUGH BUILDING - DEMOLISHED 1978

Article 10 of the Planning Code provides a process whereby a building can be declared a landmark. Demolition of landmarks can be delayed for only a year. Of the remaining 344 A- and B-rated buildings, 35 have been declared landmarks. Since the landmark designation process began in 1967, an average of 2.3 downtown buildings a year have been designated.

It is clear that more comprehensive and far-reaching steps need to be taken if additional buildings are not to be lost.

In the recent past a number of developments have been approved that preserved facades of significant buildings. While an important step, this limited form of preservation is no longer seen as sufficient. The more desirable approach is to shift development to sites other than those occupied by significant structures.

## THE PLAN

The Urban Design Element of the Master Plan contains objectives and policies encouraging preservation. These form the basis of the preservation objectives, policies, and implementing actions proposed in this Plan.

## OBJECTIVE

CONSERVE RESOURCES THAT PROVIDE CONTINUITY WITH SAN FRANCISCO'S PAST.

For San Francisco to retain its charm and human proportions, irreplaceable resources must not be lost or diminished. Past development, as represented by both significant buildings and by areas of established character, must be preserved. The value of these buildings and areas becomes increasingly apparent as more and more older buildings are lost.

## POLICY

Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design, or characteristics exemplifying past styles of development should be permanently preserved. A continuing search should be made for new means to make landmarks preservation practical--physically and financially.

Criteria for judgment of historic value and design excellence should be more fully developed with attention to individual buildings, and to areas or districts. Efforts to preserve the character of individual landmarks should extend to their surroundings as well.

To some degree many other older structures are worthy of retention and public attention. Therefore, various kinds and levels of recognition are required, keeping in mind that the success of the preservation program depends upon the broad interest and involvement of property owners, improvement associations, and the public at large.

## POLICY

Use care in remodeling significant older buildings to enhance rather than weaken their original character.

The character and style of older buildings of all types and degrees of merit can be needlessly hidden and thus diminished by misguided improvements. Architectural advice and, where necessary and feasible, the assistance of public programs should be readily available to property owners to assist them in retaining fidelity to the original design.

Along commercial streets, signs on building facades should be in keeping with the style and scale of the buildings and street, and should not obscure architectural lines and details.

## POLICY

Design new buildings to respect the character of older development nearby.

Care should also be exercised in the design of new buildings proposed near landmarks or in older areas of distinctive character. New and old can stand next to one another with pleasing effects, but only if a similarity or successful transition is achieved in scale, building form, and proportion. The detail, texture, color, and material of the old should be repeated or complemented by the new.

Existing downtown buildings often provide strong facades that enclose the street space or public plazas. The character of these facades should also be respected. Building controls should assure that prevailing heights or building lines or the dominance of certain buildings and features will not be interrupted by new construction.

## IMPLEMENTING ACTIONS

- Require retention of the highest quality buildings and provide incentives for retention of other highly rated buildings.

This Plan proposes a preservation strategy that would require that 271 buildings (called significant buildings in this Plan) be retained, while providing incentives to encourage the retention of 223 other important, but less significant buildings (called contributory buildings). They are shown on Map 12. Both classes of buildings would be entitled to "transferable development rights."

### TRANSFERABLE DEVELOPMENT RIGHTS

The Downtown Plan proposes to allow a transfer to another lot of the difference between the actual square footage of the building to be retained and the square footage of a new building that could be built on the lot as determined by the applicable floor area ratio. These "unused" square feet are referred to as "transferable development rights" (TDRs).

This ability to transfer development rights could be converted to cash by the owner of the building to be retained by selling the transferable development rights to a developer of another lot. Thus, TDRs provide a way of making more palatable the requirement that significant buildings must be retained. They also provide an incentive to retain contributory buildings whose retention would be desirable, but not required by this plan.

### Significant Buildings

Those buildings of the highest architectural and environmental importance--buildings whose demolition would constitute an irreplaceable loss to the quality and character of downtown--would be required to be retained. There are 271 of these buildings. They include all buildings rated by Heritage as excellent in either architectural quality or relationship to the environment, or very good in both. (This covers all buildings rated "A" by Heritage and most of the buildings rated "B".)

These buildings--referred to in the Plan as significant buildings--are divided into Category I and Category II, the difference being in the extent of alteration allowed (see Alteration of Significant Buildings below). There are 234 significant buildings in Category I (see Table 4) and 37 significant buildings in Category II (see discussion below).

DOWNTOWN

# Preserving the Past

## Map 12

### SIGNIFICANT BUILDINGS REQUIRE RETENTION

- I Retain Essentially Intact
- II Retain But Allow Rear Addition

### CONTRIBUTORY BUILDINGS ENCOURAGE RETENTION

- III Outside Conservation Districts
- IV Within Conservation Districts
- Conservation District Boundary
- Proposed C-3 District Boundary

N

## ARCHITECTURALLY SIGNIFICANT BUILDINGS

DOWNTOWN
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DOWNTOWN

## Preserving the Past

## Map 12

I Retain Essentially Intact

II Retain
Allow Modification

III Encourage Retention;
Allow Replacement

IV Encourage Retention
Allow Replacement: Contributory Building

Conservation District Boundary

Proposed C-3 District Boundary

N

# ARCHITECTURALLY SIGNIFICANT BUILDINGS

TABLE 4

CATEGORY I BUILDINGS

| Address | Name of Building |
|---|---|
| 22 Battery | Postal Telegraph |
| 98 Battery | Levi Strauss |
| 99 Battery | Donahoe |
| 100 Bush | Shell |
| 130 Bush | Heineman |
| 200 Bush | Standard Oil |
| 225 Bush | Standard Oil |
| 350 Bush* | SF Mining Exchange |
| 381 Bush | Alto. |
| 445 Bush | Pacific States |
| 466 Bush* | Fire Station No. 2 |
| 564 Bush | Notre Dame des Victoires |
| 635 Bush | Crowley |
| 645 Bush | Angelus Apts. |
| 158 California | Marine |
| 240 California* | Tadich's Grill (Buick) |
| 260 California | Newhall |
| 301 California | Robert Dollar Bldg. |
| 341 California | Harold Dollar Bldg. |
| 400 California* | Bank of California |
| 433 California | Insurance Exchange |
| 465 California | Merchants Exchange |
| 554 Commercial | |
| 564 Commercial | |
| 569 Commercial* | P G & E Station J |
| 608 Commercial* | Original US Mint |
| 33 Drumm | |
| 120 Eighth | Buzzell |
| 119 Ellis | Continental Hotel |
| 166 The Embarcadero | YMCA |
| 150 Franklin | Whiteside Apts. |
| 67 Fifth | Pickwick Hotel |
| 88 Fifth | Old Mint |
| 231 First | |
| 234 First | Phillips |
| 54 Fourth | Keystone Hotel |
| 222 Front | |
| 251 Front | DeBernardi's |
| 2 Geary | |
| 10 Geary | Schmidt |
| 28 Geary | Rosenstock |
| 108 Geary | Marion |
| 120 Geary | E. Simon |
| 132 Geary | Sacs |
| 166 Geary | Whittell |
| 293 Geary | Lincoln |
| 301 Geary | Elkan Gunst |
| 415 Geary* | Geary Theater |
| 445 Geary | Curran Theater |
| 459 Geary | |
| 491 Geary | Clift Hotel |
| 501 Geary | Bellvue Apt |
| 42 Golden Gate | Golden Gate Theater |
| 133 Golden Gate | St. Boniface |
| 134 Golden Gate | Sperry Rand |
| 150 Golden Gate | |
| 200 Golden Gate | YMCA |
| 1 Grant* | Security Pacific Bank |
| 17 Grant | Zobel |
| 50 Grant | Ransohoff-Liebes |
| 51 Grant | Eleanor Green |
| 201 Grant | Shreve |
| 220 Grant | Phoenix |
| 233 Grant | |
| 301 Grant | Myers |
| 311 Grant | Abramson |
| 333 Grant* | Home Telephone |
| 101 Howard | Folger Coffee |
| 342 Howard | |
| 500 Howard | Printing Arts |
| 657 Howard | San Francisco News |
| 1049 Howard | |
| 16 Jessie | One Ecker |
| 1 Jones* | Hibernia Bank |
| 39 Jones | Hotel Boyd |
| 25 Kearny | O'Bear |
| 47 Kearny | Oscar Luning |
| 49 Kearny | Roullier |
| 153 Kearny | Bartlett Doe |
| 161 Kearny | Eyre |
| 200 Kearny | |
| 201 Kearny | |
| 251 Kearny | Charleston |
| 333 Kearny | MacDonough |
| 344 Kearny | Harrigan Weidenmuller |
| 346 Kearny | |
| 362 Kearny | |
| 1 Market | Southern Pacific |
| 215 Market | Matson |
| 245 Market | Pacific Gas & Electric |
| 540 Market* | Flatiron |
| 562 Market | Chancery |
| 576 Market | Finance |
| 582 Market | Hobart |
| 619 Market* | Hoffman Grill |
| 623 Market | Metropolis Trust |
| 673 Market | Monadnock |
| 691 Market | Hearst |
| 704 Market | Citizen's Savings |
| 722 Market | Bankers Investment |
| 725 Market | Bancroft |
| 735 Market | Carroll & Tilton |
| 744 Market* | Wells Fargo |
| 760 Market* | Phelan |
| 783 Market | Humboldt |
| 801 Market | Pacific |
| 825 Market | Commercial |
| 835 Market | Emporium |
| 870 Market* | Flood |
| 901 Market | Hale Brothers |
| 948 Market | Mechanics Savings |
| 982 Market | Warfield Theater |
| 1000 Market | San Christina |
| 1072 Market | Crocker Bank |
| 1095 Market | Grant |
| 1100 Market | Hotel Shaw |
| 1125 Market | Embassy Theater |
| 1182 Market* | Orpheum Theater |
| 1200 Market | Marye |
| 1355 Market | Merchandise Mart |
| 34 Mason | Rubyhill Vineyard |
| 101 Mason | Hotel Mason |
| 120 Mason | Kowalski Apts. |
| 333 Mason* | Geary Theater Annex |
| 414 Mason | Native Sons |
| 602 Mason | |
| 83 McAllister | Methodist Book Concern |
| 100 McAllister | Hastings Dormitory |
| 132 McAllister | Argyle Hotel |
| 447 Minna | |
| 54 Mint | McElnoy |
| 66 Mint | Remedial Loan |
| 1 Mission* | Audiffred |
| 301 Mission | W.P. Fuller |
| 810 Mission | San Francisco Bulletin |
| 959 Mission | California Casket |
| 1500 Mission | Coca Cola |
| 130 Montgomery | French Bank |
| 149 Montgomery | Alexander |
| 220 Montgomery* | Mills |
| 235 Montgomery | Russ |
| 300 Montgomery | Bank of America |
| 315 Montgomery | California Commercial Union |
| 400 Montgomery | Kohl |
| 405 Montgomery | Financial Center |
| 500 Montgomery | American-Asian Bnk |
| 520 Montgomery | Paoli's |
| 552 Montgomery | Bank of America |
| 116 Natoma | N. Clark |
| 147 Natoma | Underwriter Fire |
| 39 New Montgomery | Sharon |
| 74 New Montgomery | Call |
| 116 New Montgomery | Rialto |
| 134 New Montgomery | Pacific Telephone |
| 149 Ninth | |
| 201 Ninth | |
| 20 O'Farrell | Kohler-Chase |
| 201 O'Farrell | Marquard's Cigar |
| 235 O'Farrell | Hotel Barclay |
| 301 Pine | Pacific Stock Exchange |
| 333 Pine | Chamber of Commerce |
| 57 Post | Mechanic's Institute |
| 117 Post | O'Connor Moffat |
| 126 Post | Rochat Cordes |
| 150 Post | Jewelers |
| 175 Post | Liebes |
| 180 Post | Hastings |
| 201 Post | Head |
| 225 Post | S. Christian |
| 259 Post | |
| 278 Post | Joseph Frederick's |
| 340 Post | Bullock & Jones |
| 450 Post | Elk's Club |
| 470 Post | Medico-Dental |
| 491 Post | 1st Congregational Ch. |
| 524 Post | Olympic Club |
| 600 Post | Alvarado Hotel |
| 1 Powell | Bank of America |
| 17 Powell | Powell Hotel |
| 200 Powell | Omar Khayyam's |
| 301 Powell | St. Francis Hotel |
| 421 Powell | United Airlines |
| 432 Powell | Sir Francis Drake |
| 449 Powell | Poetz |
| 535 Powell | Harcourt Gallery |
| 540 Powell | Elk's Club Old |
| 545 Powell | Family Club |
| 560 Powell | Chesterfield |
| 568 Sacramento | P G & E Station J |
| 114 Sansome | Adam Grant |
| 200 Sansome | American International |
| 201 Sansome | Royal Globe Insurance |
| 231 Sansome | TC Kierluff |
| 233 Sansome | Fireman's Fund |
| 343 Sansome | Crown Zellerbach |
| 400 Sansome | Federal Reserve |
| 71 Second | Wells Fargo |
| 121 Second | Rapp |
| 132 Second | |
| 141 Second | |
| 6 Seventh | Odd Fellow's |
| 95 Seventh | US Court & Post Office |
| 100 Sixth | |
| 106 Sixth | |
| 201 Sixth | Hotel Argonne |
| 111 Stevenson | Palace Garage |
| 46 Stockton | J. Magnin |
| 234 Stockton | Schroth's |
| 600 Stockton | Cogswell College |
| 108 Sutter | French Bank |
| 111 Sutter | Hunter-Dulin |
| 130 Sutter* | Hallidie |
| 216 Sutter | Rose |
| 250 Sutter | Goldberg Bowen |
| 255 Sutter | White House |
| 256 Sutter | Sather |
| 266 Sutter | Bemiss |
| 301 Sutter | Hammersmith |
| 310 Sutter | |
| 312 Sutter | Nutall |
| 391 Sutter | Galen |
| 445 Sutter | Pacific Gas & Electric |
| 447 Sutter | Pacific Gas & Electric |
| 450 Sutter | Medical-Dental |
| 500 Sutter | Physician's |
| 609 Sutter | Marines Memorial |
| 620 Sutter | |
| 640 Sutter | Metropolitan |
| 403 Taylor | Hotel California |
| 624 Taylor | Bohemian Club |
| 701 Taylor | |
| 2 Turk | Oxford Hotel |
| 11 Van Ness | Masonic Temple |
| 41 Van Ness | J.S. Godeau |

* A designated landmark and subject to Article 10 demolition constraints.

NOTE: Buildings in Redevelopment Project Areas are not covered by the Downtown Plan.

Demolition of Significant Buildings

Demolition of a significant building would be permitted only if: (1) the City Planning Commission finds, on the basis of independent verification, that the building is rendered unsafe for occupancy; is infeasible for rehabilitation due to fire, earthquake, or similar circumstances; or was substantially and irretrievably deteriorated prior to adoption of the Downtown Plan; or (2) a court of last resort finds that no reasonable use can be made of the building.

Alteration of Significant Buildings

Changes in the facade or significant exterior or interior features would be reviewed for their consistency with the architectural character of the building by applying the following guidelines, which are based in part on the Secretary of Interior's Standards for Rehabilitation:

-- The distinguishing original qualities or character of a building and its environment should not be destroyed. The removal or alteration of any distinctive architectural features should be avoided when possible.

-- Distinctive stylistic features or examples of skilled craftsmanship that characterize a building should be treated with sensitivity.

-- Deteriorated architectural features should be repaired rather than replaced, whenever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplication of features, substantiated by historic, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings or structures.

-- Contemporary design for alterations would not be discouraged when such alterations do not destroy significant architectural material and such design is compatible with the size, scale, color, material, and character of the building and its surroundings. Greater latitude would be given for alteration of the ground story designed to meet the business needs of tenants.

-- Additions to height of significant buildings in Category I should be consistent with the scale and character of the building and, except as provided below, should not be visible when viewing the principal facades.

-- Significant buildings in Category II can accommodate, because of their depth, more substantial alteration of the back of the building without affecting the building's architectural qualities or appearance or their ability to function as separate structures. Most of these buildings are on deep interior lots with non-architecturally treated side and rear walls. The alteration could be a rear addition to the building visible from the street, a new, taller building cantilevered over the back of the building, or replacement of the rear of the building with a separate, taller structure (see Figure 7). The addition or new building would be required to meet the guidelines for new construction in conservation districts (see that heading later in this chapter). These buildings, the amount of building depth required to be retained, and the basis for establishing that depth are listed on Table 5.

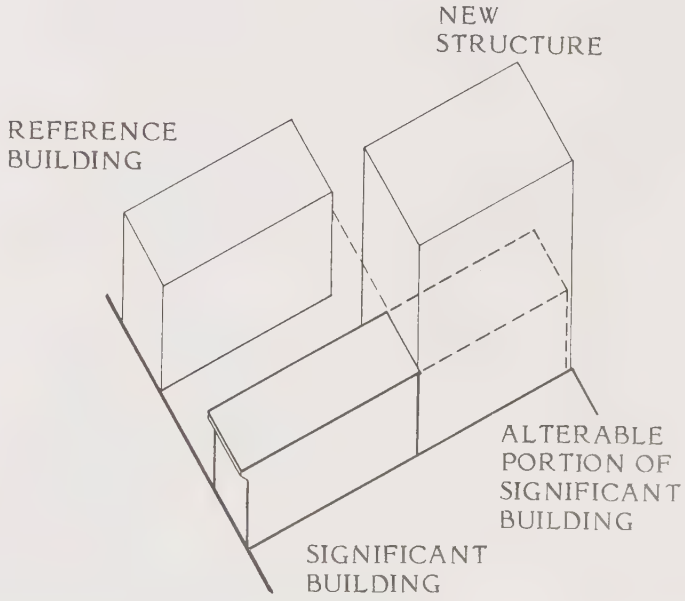



FIGURE 7
CATEGORY II ALTERATIONS

TABLE 5

CATEGORY II BUILDINGS

| Address | Name of Building | Lot Depth in Feet | Required Retention in Feet | Reference Point for Establishing Required Retention |
|---|---|---|---|---|
| 24 California | Marvin | 137.5 | 77.5 | 13 Drumm |
| 230 California | Hind | 127.5 | 62 | 260 California |
| 244 California | Welch | 127.5 | 60 | 260 California |
| 530 Bush | SF Environmental Ctr. | 137.5 | 67.5 | 500 Bush |
| 245 Fifth | Field-Ernst | 275 | 75 | 275 Fifth |
| 255 Golden Gate | KGO | 97.5 | 57.5 | 261 Golden Gate |
| 450 Geary | Sussex | 137.5 | 60 | 468 Geary |
| 458 Geary | | 137.5 | 60 | 468 Geary |
| 123 Kearny | Young | 108 | 67 | 161 Kearny |
| 835 Howard | Dettners Printing | 155 | 80 | 855 Howard |
| 1035 Howard | Eng Skell | 280 | 115 | Shape of building |
| 1126 Howard | | 185 | 90 | 1122 Howard |
| 633 Market* | Palace Hotel | 344 | ** | |
| 949 Market | St. Francis Theater | 170 | 90 | 991 Market |
| 973 Market | Wilson | 170 | 90 | 991 Market |
| 979 Market | Hale Bros. | 170 | 90 | 991 Market |
| 980 Market | Crest Theater | 120 | 77 | 974 Market |
| 1019 Market | Eastern Outfitting | 170 | 90 | 1023 Market |
| 1059 Market | Ede | 170 | 90 | 1043 Market |
| 1067 Market | Lippert | 170 | 90 | 1043 Market |
| 1083 Market | Federal Hotel | 170 | 90 | 1043 Market |
| 1215 Market | San Franciscan Hotel | 275 | 170 | Shape of lot |
| 816 Mission | | 160 | 90 | 826 Mission |
| 1235 Mission | Margrum & Otter | 160 | 80 | 1201 Mission |
| 50 Oak | Young Mens Inst. | 120 | 80 | Shape of lot |
| 332 Pine | Orient | 137.5 | 65 | 308 Pine |
| 246 Post | Gumps | 122.5 | 70 | 272 Post |
| 442 Post | Chamberlain | 137.5 | 70 | 433 Powell |
| 555 Post | Press Club | 137.5 | 75 | 569 Post |
| 135 Powell | Walgreens | 137.5 | 75 | 111 Powell |
| 154 Sutter | Central Realty | 120 | 60 | 200 Kearny |
| 355 Sutter | Forbidden City Club | 120 | 70 | 371 Sutter |
| 532 Sutter | Christian Science Ch. | 137.5 | 87.5 | 576 Sutter |
| 540 Sutter | John Simmons | 137.5 | 87.5 | 576 Sutter |
| 559 Sutter | | 137.5 | 75 | 517 Sutter |
| 562 Sutter | Hotel Regent | 137.5 | 87.5 | 576 Sutter |
| 625 Sutter | Academy of Art | 137.5 | 87 | Shape of lot |

* The Garden Court of the Palace Hotel is a designated landmark and subject to Article 10 demolition constraints.

** Required to retain the entire building except for the southwest corner.

NOTE: It is assumed that a reduction in depth would not result in the loss of significant interior spaces. If it would, the extent of the permitted reduction would be modified to protect this space. (A few buildings that could accept additions under these rules but that are already over the proposed base FAR have been placed in Category I.)

### Contributory Buildings

The Downtown Plan proposes to encourage, but not require, retention of other buildings contributing to the quality and character of downtown. These buildings, called contributory buildings, consist of two groups:

Category III

-- Buildings rated very good in architectural quality, but lower than very good in relationship to the environment, or vice versa, and located outside conservation districts. (These buildings were rated "B" by Heritage.) There are 21 of these buildings. They are listed on Table 6.

Category IV

-- Buildings rated very good in architectural quality, but lower than very good in relationship to the environment or vice versa and which are located in a conservation district. (These buildings were rated "B" by Heritage.) There are 15 of them.

-- Buildings with "contextual value" to a conservation district. These contextual buildings are buildings that themselves are not highly rated in architectural quality and relationship to the environment, but do make a substantial contribution to the "quality" of an area that contains a number of highly-rated buildings and that is proposed to be given special protection as a conservation district. (These buildings were rated "C" by Heritage.) The 201 Category IV buildings are listed in Table 7.

TABLE 6

CATEGORY III BUILDINGS

| Address | Name of Building |
|---|---|
| 241 Battery | Eastman Kodak |
| 566 Bush | Marist Fathers |
| 42 Fell | |
| 530 Folsom | Caswell Coffee |
| 572 Folsom | |
| 522 Howard | California Boiler Works |
| 568 Howard | |
| 667 Howard | |
| 1097 Howard | Blindcraft |
| 1234 Howard | Guilfoy Cornice |
| 125 Hyde | Rulf's Film Exchange |
| 660 Market | |
| 703 Market | Central Tower |
| 1582 Market | Miramar Apts. |
| 1018 Mission | Kean Hotel |
| 615 Sacramento* | Jack's Restaurant |
| 83 Stevenson | California Farmers' Bank |
| 72 Tehama | Brizard and Young |
| 1 UN Plaza | |
| 32 Sixth | Seneca Hotel |
| 47 Sixth | Hillsdale |

* A designated landmark and subject to Article 10 demolition constraints.

Demolition and Alteration of Contributory Buildings

While preservation of contributory buildings is desirable and would be encouraged by allowing their owners to transfer unused development rights, their importance is not so great as to justify a requirement that they be retained. Therefore, demolition and replacement or substantial alteration of such buildings would be allowed.

However, if the contributory building is in a conservation district, the design and scale of the modification or the replacement building would be reviewed to assure that the building appropriately maintains the character of the district (see discussion of Conservation Districts below.)

Alteration of a contributory building that adversely affects the qualities for which it was given transferable development rights should make it no longer eligible for TDR. Therefore, alterations would have to meet the guidelines for significant buildings in order for the building to retain its transferable development rights.

Once development rights are transferred from a contributory building, alteration or demolition of the building would be regulated by the rules applicable to significant buildings.

TABLE 7

CATEGORY IV BUILDINGS

| Address | Name of Building |
|---|---|
| 28 Belden | |
| 40 Belden | |
| 52 Belden | |
| 364 Bush | Sam's Grill |
| 380 Bush | Shasta Hotel |
| 415 Bush | |
| 429 Bush | |
| 430 Bush | Pacific Telephone |
| 447 Bush | Hansa Hotel |
| 453 Bush | Le Central |
| 461 Bush | Mfg. Jeweler's |
| 507 Bush | St. Charles Hotel |
| 515 Bush | Terbush |
| 625 Bush | Matabelle Apts. |
| 44 Campton | Vasilis |
| 134 California | |
| 150 California | |
| 553 Clay | |
| 559 Clay | |
| 61 Ellis | John's Grill |
| 111 Ellis | Powell |
| 120 Ellis | Misses Butler |
| 225 Front | Fox |
| 235 Front | |
| 236 Front | Schroeder |
| 239 Front | |
| 246 Front | |
| 250 Front | |
| 46 Geary | St. Paul Books |
| 66 Geary | Hotel Graystone |
| 88 Geary | Cailleau |
| 100 Geary | Granat Brothers |
| 101 Geary | Paragon |
| 129 Geary | |
| 146 Geary | |
| 152 Geary | |
| 156 Geary | |
| 251 Geary | Werner |
| 285 Geary | St Paul |
| 333 Geary | Lefty O'Doul's |
| 347 Geary | Hotel Stewart |
| 366 Geary | Rosebud's English Pub |
| 381 Geary | |
| 386 Geary | Hotel Rafael |
| 400 Geary | |
| 418 Geary | Paisley Hotel |
| 436 Geary | Somerton Hotel |
| 468 Geary | |
| 476 Geary | Hotel David |
| 484 Geary | |
| 39 Grant | Fisher |
| 45 Grant | |
| 59 Grant | |
| 100 Grant | Livingston Brothers |
| 140 Grant | Saks Fifth Avenue |
| 166 Grant | |
| 251 Grant | |
| 255 Grant | |
| 321 Grant | Hotel Baldwin |
| 334 Grant | Beverly Plaza Hotel |
| 631 Howard | |
| 209 Kearny | |
| 215 Kearny | |
| 219 Kearny | |
| 220 Kearny | Robins |
| 227 Kearny | |
| 237 Kearny | |
| 240 Kearny | Marston |
| 243 Kearny | McKay |
| 246 Kearny | Hotel Stanford |
| 260 Kearny | |
| 315 Kearny | |
| 325 Kearny | |
| 334 Kearny | |
| 353 Kearny | Kearny-Pine Building |
| 358 Kearny | |
| 222 Leidesdorff | P G & E Station J |
| 118 Maiden Lane | Lloyd |
| 177 Maiden Lane | |
| 601 Market | Sante Fe |
| 609 Market | |
| 613 Market | |
| 621 Market | |
| 790 Market | Grodins |
| 938 Market | |
| 300 Mason | Hotel Virginia |
| 334 Mason | King George Hotel |
| 425 Mason | S F Water Dept. |
| 542 Mason | St. Francis Apts. |
| 602 Mission | Atlas |
| 609 Mission | Stevenson |
| 617 Mission | Koracorp |
| 540 Montgomery | Bank of America |
| 17 New Montgomery | |
| 79 New Montgomery | Crossley |
| 111 New Montgomery | Standard |
| 137 New Montgomery | |
| 170 New Montgomery | Furniture Exchange |
| 107 O'Farrell | |
| 165 O'Farrell | Downtown Center |
| 175 O'Farrell | |
| 180 O'Farrell | St. Moritz Hotel |
| 238 O'Farrell | Spaulding Hotel |
| 272 O'Farrell | |
| 280 O'Farrell | |
| 165 Post | Rothchild |
| 216 Post | Guggenheim |
| 228 Post | Gumps-E. Arden |
| 233 Post | Graff |
| 251 Post | Mercedes |
| 272 Post | |
| 275 Post | Lathrop |
| 438 Post | St. Andrew |
| 545 Post | Hotel Cecil |
| 569 Post | Post-Taylor Garage |
| 620 Post | J.J. Moore Apts. |
| 624 Post | |
| 35 Powell | Powell Cinema |
| 45 Powell | |
| 100 Powell | Hotel Golden State |
| 111 Powell | |
| 120 Powell | |
| 134 Powell | Elevated Shops |
| 151 Powell | Hotel Herbert |
| 201 Powell | Manx Hotel |
| 207 Powell | Howard |
| 222 Powell | Leo Serbin Co. |
| 226 Powell | |
| 235 Powell | |
| 236 Powell | Hotel Stratford |
| 433 Powell | Chancellor Hotel |
| 435 Powell | |
| 439 Powell | |
| 445 Powell | |
| 325 Sacramento | |
| 333 Sacramento | |
| 558 Sacramento | |
| 560 Sacramento | |
| 576 Sacramento | Potter |
| 401 Sansome | Sun |
| 407 Sansome | |
| 415 Sansome | Fugazi Bank |
| 20 Second | Schwabacher |
| 36 Second | Morgan |
| 39 Second | Wentworth-Smith |
| 42 Second | |
| 48 Second | Kentfield & Esser |
| 52 Second | |
| 60 Second | |
| 70 Second | |
| 76 Second | |
| 84 Second | |
| 90 Second | |
| 120 Second | |
| 133 Second | Morton L. Cook |
| 144 Second | |
| 149 Second | |
| 156 Second | Jackson |
| 163 Second | Marcus Modry |
| 165 Second | Electrical |
| 168 Second | |
| 182 Second | Barker, Knickerbocker & Bostwick |
| 55 Stockton | |
| 65 Stockton | Leeds |
| 101 Stockton | Macy's |
| 200 Stockton | Colson |
| 222 Stockton | A.M. Robertson |
| 334 Stockton | Drake-Wiltshire Hotel Annex |
| 340 Stockton | Drake-Wiltshire Hotel |
| 415 Stockton | |
| 417 Stockton | All Seasons Hotel |
| 427 Stockton | |
| 171 Sutter | Sutter Hotel |
| 307 Sutter | Orpheus |
| 315 Sutter | Newbegin |
| 323 Sutter | Hotel Alamo |
| 345 Sutter | |
| 371 Sutter | Nathalie Nicoli |
| 400 Sutter | McCloud |
| 524 Sutter | Cartwright |
| 535 Sutter | Westphal |
| 547 Sutter | Lowell |
| 550 Sutter | |
| 575 Sutter | |
| 595 Sutter | Francisca Club |
| 600 Sutter | |
| 635 Sutter | Hotel Beresford |
| 655 Sutter | |
| 679 Sutter | |
| 680 Sutter | |
| 690 Sutter | |
| 693 Sutter | |
| 701 Sutter | |
| 717 Sutter | Hotel DeLuxe |
| 721 Sutter | H.B. Johnson |
| 415 Taylor | Wheeler Garage |
| 420 Taylor | NBC/KBHK |
| 615 Taylor | Taylor Hotel |
| 621 Taylor | Winterburn Hotel |
| 625 Taylor | Eisenberg Apts. |
| 627 Taylor | Hawthorne Apts. |

### Other Buildings

Several buildings have been preserved, either partially or largely intact, by past actions of the City Planning Commission. These buildings, as altered, would be subject to the rules applicable to significant buildings. These buildings are listed on Table 8.

### Relationship of Downtown Plan Designation To Landmark Designation

The landmark designation process set out in Article 10 of the City Planning Code would not be changed by the proposals in this Plan. In the future, however, the landmarking function in downtown (the C-3 districts) would be shifted to designating and protecting buildings with special historic or cultural significance, as opposed to buildings with special architectural quality or contribution to the environment. A building's historic or cultural significance might be based on people associated with the building (such as the architect or a famous person), events connected with the building, social or economic patterns illustrated by the building, noteworthy type of construction, or age of the building. These factors were not considered in determining the buildings to be protected under the Downtown Plan. Buildings designated under Article 10 would also be entitled to transferable development rights.

TABLE 8

BUILDINGS TO BE PRESERVED AS ALTERED

| Address | Name of Building |
|---|---|
| 48-52 Kearny | Maskey Building |
| 280 Battery | White Investment |
| 1 Montgomery | Crocker Bank |
| 105 Montgomery | California-Pacific |
| 440 Montgomery* | Borel Bank |
| 460 Montgomery* | Sutro Bank |
| 1 Sansome | Crocker |

* A designated landmark and subject to Article 10 demolition constraints.

SUMMARY

| Categories | | Policies |
|---|---|---|
| | **Significant Buildings** | |
| I | Buildings rated excellent in architectural quality | Require retention essentially intact, allow TDR. |
| II | Buildings rated very good in architectural quality and excellent or very good in relationship to environment or vice versa | Require retention, but allow addition to, or replacement of rear portion; allow TDR |
| | **Contributory Buildings** | |
| III | Buildings rated very good in architectural quality or in relationship to environment and not in a conservation tion district | Allow TDR |
| IV | Buildings with contextual value to a conservation district and buildings rated very good in architectural quality or in relationship to the environment and located in a conservation district | Allow TDR; review alteration or replacement to preserve character of district |

## IMPLEMENTING ACTIONS

- Create conservation districts in areas with special characteristics and qualities.

Certain sections of downtown have concentrations of buildings that together create geographic areas of unique quality. In these areas, buildings of a somewhat lesser quality than those required to be retained take on an increased importance. These buildings help create a setting that reinforces and complements the qualities of the more significant structures in the area, and their own attributes are more apparent and appreciated.

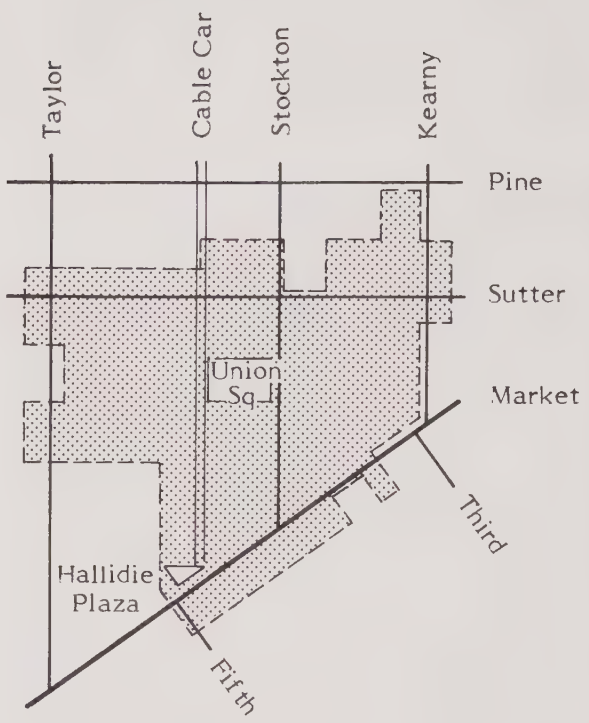
Areas containing these concentrations of significant and contributory buildings would be designated as conservation districts to facilitate preservation of the quality and character of the area as a whole.

### Conservation Districts

The proposed conservation districts consist of one large area--much of the existing C-3-R and portions of the C-3-G and C-3-O districts--and four smaller areas in the C-3-O district.

In these districts, demolition and alteration of significant buildings would be subject to the restrictions applicable to those buildings described above. Contributory buildings as well as unrated buildings could be altered or replaced by new development. However, alterations or new development would be reviewed to assure maintenance of the character of the district. Both significant and contributory buildings would have transferable development rights.

District 1: Kearny-Market-Mason-Sutter Conservation District




Bounded generally by Kearny, Market, Mason, and Sutter and Bush Streets.

Of a total of 334 buildings in this district, there are 117 significant buildings, and 144 contributory buildings. Only 73 buildings are unrated.

The area was rebuilt shortly after the earthquake and fire and gained its present appearance by 1910. Many buildings are outstanding by themselves. Collectively the grouping of buildings of similar scale, color, height, materials, fenestration, and style creates a unified, yet diverse representation of the "harmonious city," a goal of the City Beautiful Movement of that era.

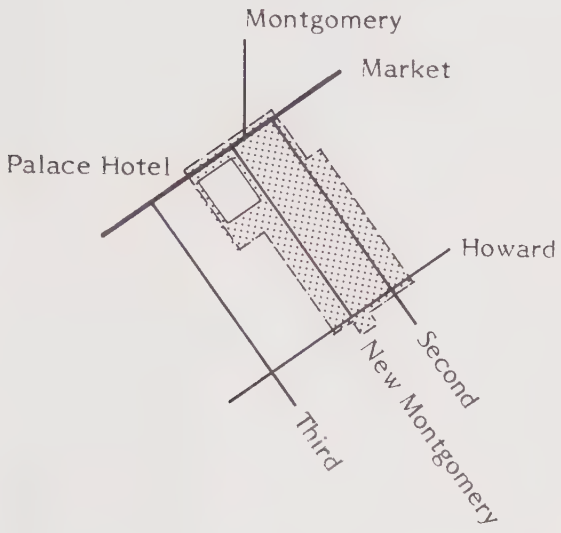
Almost three-fourths of the buildings in this district are 80 feet or less in height. Generally the older buildings that do exceed the prevailing height range retain the same scale at their lower level as the smaller buildings, thus providing architectural continuity for the pedestrian and visual interest from a distance.

Despite some changes over the years, most of the buildings constructed in the post-fire period are still largely intact above the ground or second story. Since the buildings were designed to readily allow such changes in response

to changing tenant needs, the architectural significance of most buildings has not been seriously impaired.

To assure that new development is consistent with the scale of existing development, heights in the district would generally be limited to 80 feet, with an additional 50 feet (up to 130 feet) permitted only as a conditional use.

District 2: New Montgomery-Second Street Conservation District




New Montgomery and Second Streets from Market to Howard; and Market Street from Sansome to Third.

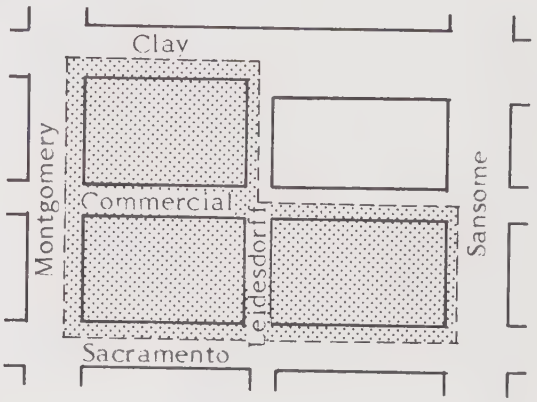
Of 49 buildings in the district, 13 are significant buildings, and 30 are contributory buildings. Only six buildings are unrated.

This area is one of the earliest extensions of the Financial District into the South of Market area. As such, it contains a few structures whose scale and size are more monumental than are those in the other conservation districts. The Palace Hotel, Pacific Telephone, Sharon, Rialto, and Call buildings--all on New Montgomery Street--are particularly outstanding.

Second Street is characterized by smaller, less significant buildings. But because of the nearly continuous streetwall and consistent use of cornices and other architectural features, it forms a more coherent streetscape.

To assure that new development is consistent with the scale of existing development and that solar access is maintained on the east side of Second and New Montgomery Streets, heights in the district would be limited to 200 feet, and setbacks from the street above the predominant streetwall height would be required.

District 3: Commercial-Leidesdorff Conservation District




Three-fourths of the block bounded by Sansome, Sacramento, Montgomery, and Clay Streets.

Of 20 buildings in the district, seven are significant buildings and ten are contributory buildings. Only three buildings are unrated.

A fine-grained enclave, this district contains a variety of styles including Classical banking temples, three PG&E substations--each in a different style, and one of the few Gothic structures in the downtown. Combined, they create an area of rich visual interest within a concentrated pedestrian environment.

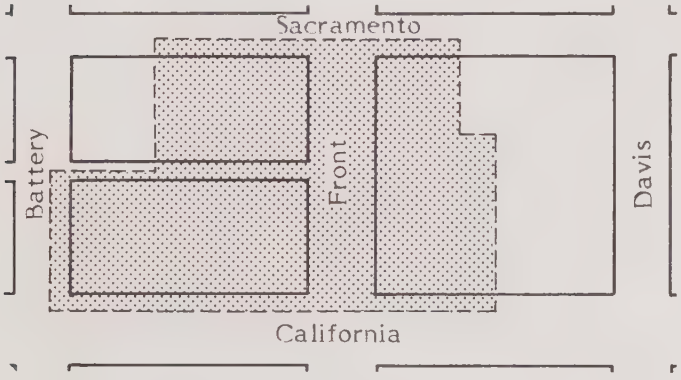
The special character of this block is created by the intersection of two narrow streets, Commercial and Leidesdorff, which divide the block into quadrants. Although the northeast quadrant has been redeveloped by a highrise of insensitive scale, the essential qualities of the district remain intact.

The prevailing height of the buildings in the district is from 30 to 60 feet, and only two buildings exceed these heights.

To assure that new development is consistent with the scale of existing development, heights in the district would be limited to 75 feet. Unrated buildings could be altered or

replaced by new development up to the height limit to make them more compatible with surrounding buildings. Any unused floor area ratio (FAR) after such alteration or replacement could be treated as transferable development rights.

District 4: Front-California Conservation District




Front Street from California to Sacramento, and the north side of California Street from Front to Battery

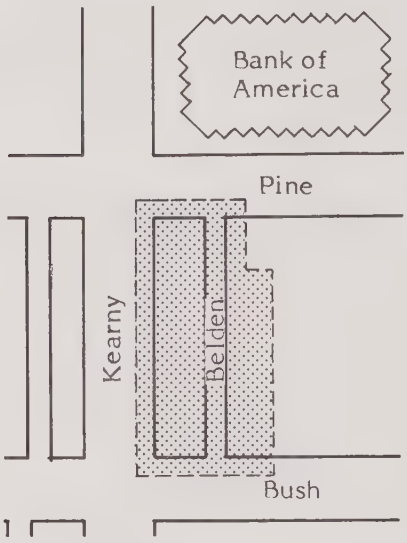
The area contains 21 buildings. Seven are significant buildings, and ten are contributory buildings. Only four buildings are unrated.

The low height and small scale of this district contrast with the rest of the Financial District and the adjacent Embarcadero Center. The prevailing height along Front Street is from 30 to 50 feet, and only two buildings exceed these heights. On California Street, with one exception, the heights range from 45 to 95 feet.

The Front Street block still retains its post-fire appearance, and is linked to the slightly higher density development around the corner on California Street by use of similar materials, scale, color, and massing. Several of the buildings on Front Street are not distinguished and could be replaced, but the general scale and height of the area should be retained.

Primary objectives in the review of new development would be the preservation of the present scale of development, the degree of sky exposure, and the amount of sunlight reaching the street. The height limit along the Front Street frontages would be limited to 75 feet. Unrated buildings could be altered or replaced within the height limits to make them more compatible with surrounding buildings. Any unused FAR after such alteration or replacement could be treated as transferable development rights.

District 5: Kearny-Belden Conservation District




Belden Street and the east side of Kearny Street from Bush to Pine.

There are 15 buildings in the district; three are significant buildings and seven are contributory buildings. Five buildings are unrated.

Belden Street is a one-block alley running parallel to Kearny Street, limiting the depth of the Kearny Street parcels to 50 feet. The parcels on the east side of Belden are of a similar depth, resulting in all the buildings being developed to a low height ranging from 15 to 40 feet. Although there are few outstanding buildings, the long-established scale and character of this area at the edge of the dense financial district immediately to the east give it a unique character warranting preservation.

To assure that new development is consistent with the scale of existing development, heights in the district would be limited to 50 feet.

Belden Street's function as a lunchtime mall should be enhanced. New uses on the ground floor should be limited to food services. Some buildings on Belden Street only have pedestrian entry onto Kearny Street. As those buildings are altered, entrances should be created from Belden Street.

Unrated buildings could be altered or replaced by new development up to the height limits to make them more compatible with surrounding buildings. Any unused FAR after such alteration or replacement could be treated as transferable development rights.

### New Construction and Alteration of Contributory Buildings in Conservation Districts

New construction or alteration of contributory buildings would be reviewed to ensure that it is consistent in scale and design with the district in general and with the architectural character of the surrounding buildings in particular. The building massing, scale, materials, and ornamentation prevailing in the conservation district, and especially along the block, would all be considered.

#### Massing

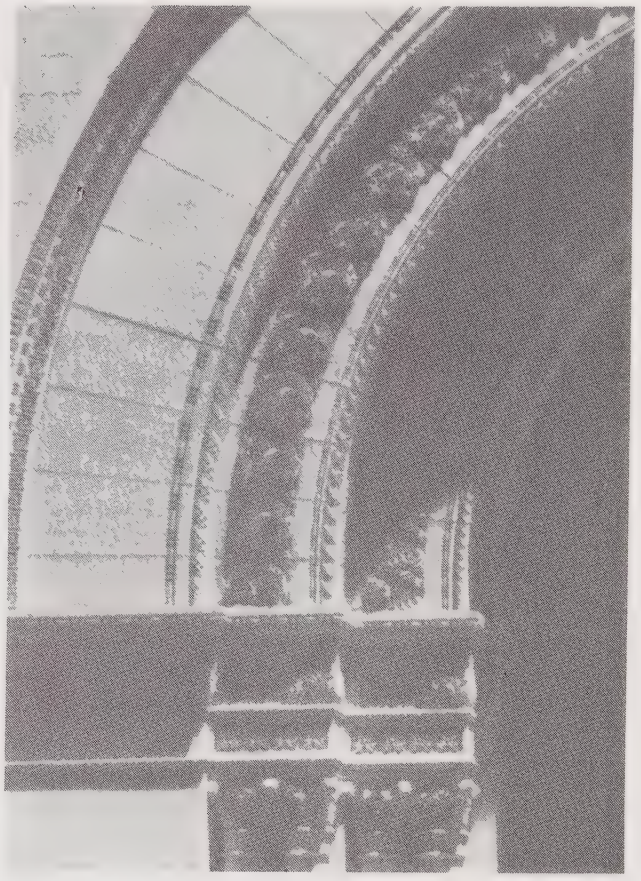
Streetwall height, massing, the relationship to the street, rhythm of the buildings and the bays, and proportions are the most important elements in reflecting the character of the area in new construction. These elements determine the height and relationship of the building to the surrounding buildings.

Streetwall height should be determined by the prevailing height of the buildings on the block and especially the adjacent buildings. If the adjacent buildings are of a significantly different height than the rest of the buildings on the block, then the prevailing height of buildings on the block should be used as a guide (see Streetscape section in the Urban Form chapter.)

The relationship of downtown buildings to the street is fairly consistent; buildings are built to the property lines and the street line. This pattern cannot be broken without damaging the context of the area, except in the case of carefully selected open spaces.

On some blocks, a rhythm has been set by the lot width or by the bay width of the buildings. A well-established rhythm should be repeated in the new structure.

Standard proportions of the buildings in an area may be determined by the prevailing streetwall height and lot width. To ensure that the rhythm of a streetscape is preserved or that an established set of proportions is maintained, it may be necessary to break up the facade into discrete elements.



MILLS BUILDING DETAIL Amit Ghosh

#### Scale

The use of a similar scale in a new development can serve to relate the building to its neighbors without forcing the new structures to be an imitation of the old structures or to use the same style. By use of similarly-scaled details, windows, doors, and ornamentation, a modern building can pick up the prevailing character of an area.

#### Materials

Materials can serve to relate two buildings of obviously different eras and styles. By use of the same materials or materials that appear similar (such as substituting concrete for stone), a link can be made between two disparate structures, or a new structure and a defined character of a conservation district. Building color and texture are closely linked to the nature of the material used to construct a building. Dissimilar buildings may exist harmoniously by using similar colors, and to a lesser extent, by using similar textures.

### Ornamentation

A new building may be related to the surrounding area by picking up the elements from surrounding buildings and repeating them or developing them for new purposes. An ornamental detail can be taken from an adjacent building and used in the new building to relate the new building to the surrounding area. Alternately, the form of the detail can be used without copying the original. The new structure may incorporate a prevailing cornice line or belt course using a modern vernacular instead of using the exact detailing of the original. This also creates a street scale that enhances the pedestrian environment.

### Tax Incentives

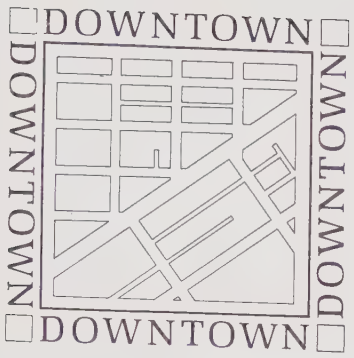
Most of the significant buildings are likely to be eligible for listing in the National Register of Historic Places. If listed on the Register, these buildings are eligible for federal tax credits and depreciation allowances because of their individual architectural merit.

Many of the contributory buildings may also be eligible for federal tax credits and depreciation allowances, but only if they are in districts designated on the National Register as Historic Districts. Unless there is support to do so from property owners, it is not proposed that the conservation districts be qualified as historic districts for tax purposes. To do so would impose requirements (alterations would be required to conform to Secretary of the Interior's Standards for Rehabilitation) and penalties (investment tax credits would be lost and demolition costs would not be tax deductible) that are not warranted in light of the fact that retention of these buildings is not required.

BUILDING DETAIL

Rana Ahmadi

Malcolm Lubliner




# URBAN FORM

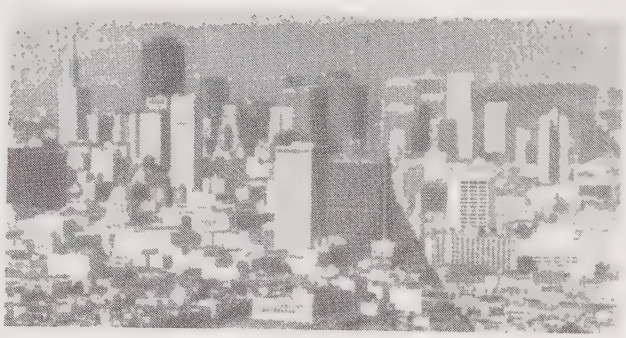
HEIGHT, BULK . . . SKYLINE IMAGE, STREETSCAPE, TAPERED TOWERS, SCULPTURED TOPS . . . CORNICES, BELT COURSES . . . SUNLIGHT, WIND . . . STREETWALLS, SETBACKS . . . SKYSCRAPERS, THE URBAN FORM OF DOWNTOWN.

The urban form chapter includes objectives, policies and actions governing downtown building height and bulk, separation of buildings, sunlight access, wind protection, building appearance, and the relationship of buildings to the street.

## HEIGHT AND BULK

### BACKGROUND

Existing height and bulk rules in the Planning Code are based on the Urban Design Plan adopted as part of the Master Plan in 1971. The Plan, much acclaimed, was the first of its kind in the nation. It proposed citywide height and bulk controls based on two policies. The first called for relating the height of buildings to important city patterns and to the height and character of existing development. The second called for relating the bulk of buildings more to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction. The height and bulk controls were adopted as part of the Planning Code in 1972.



DOWNTOWN FROM TWIN PEAKS, 1983 Amit Ghosh

The policies articulated in the Urban Design Plan are still valid. The experience of the last 12 years, however, indicates that the code provisions implementing the policies need to be refined. Most new highrise office developments during this period have been rectangles of similar shape, height and bulk. The results on the city's skyline demonstrate the need for revised bulk rules. Heights are too permissive in some areas where character and scale of existing development should be protected by lower, more compatible heights.

# URBAN FORM

## THE PLAN

### OBJECTIVE

CREATE AN URBAN FORM FOR DOWNTOWN THAT ENHANCES SAN FRANCISCO'S STATURE AS ONE OF THE WORLD'S MOST VISUALLY ATTRACTIVE CITIES.

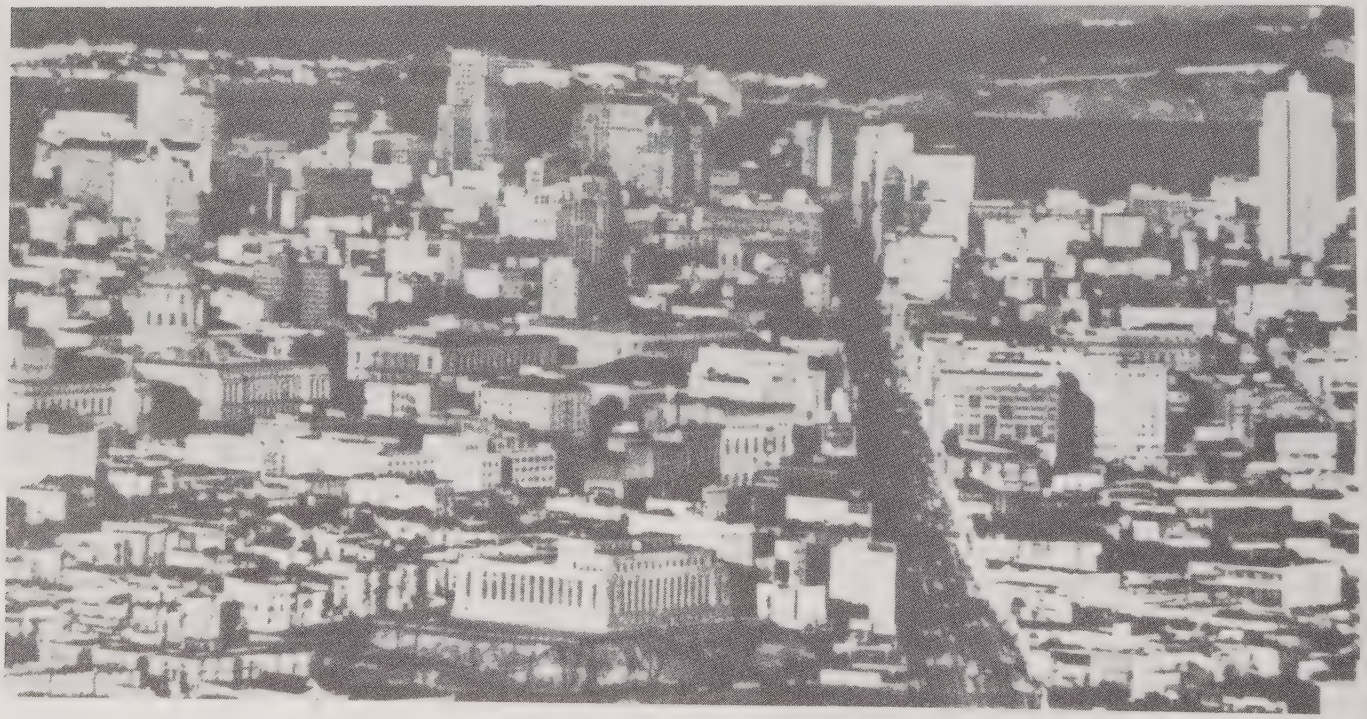
The visual appeal of San Francisco is based on its topography--its hills and ridges and their relationship to the ocean and bay--and on the scale of existing development. This scale is by and large a light-toned texture of separate shapes blended and articulated over the city's topography.

Fitting new development into this environment is, in a broad sense, a matter of scale. It requires a careful assessment of each building site, relating a potential new structure to the size and texture of its surroundings. It means making a very conscious effort to achieve balance and compatibility in the design for the new building. Good scale depends upon a **height** that is consistent with the total pattern of the land and of the skyline, a **bulk** that is not overwhelming, and an **overall appearance** that is complementary to the building forms and other elements of the city. Since the height, bulk and appearance of past development differs within the city, scale is relative.

Historically, the buildings forming San Francisco's skyline and streetscape were harmonized by color, shape, and details. Much effort was made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care was accorded the edges of distinct districts, where transitions in scale are especially important. Similar effort and care must be taken with new development in the future.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in an otherwise light-colored, low-rise city, evidence the city's economic strength. They make economical use of land, offer fine views to their occupants, and permit efficient deployment of public services. If properly placed, tall buildings enhance the topographic form and existing skyline of the city.

A proper plan for building height should weigh all the advantages and disadvantages of height at each location in the city. It should also take into account appropriate, established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. The plan should recognize the functional and economic needs for space in major centers for offices, high density apartments, and hotels.



DOWNTOWN FROM TWIN PEAKS, C 1940

San Francisco Archives

Bulk refers to the apparent massiveness of a building compared to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height. It can block near and distant views and create a disconcerting dominance on the skyline and neighborhood. Users of modern building space may find these bulky forms more efficient, or more logical for combining several uses in a single development. But, these considerations do not measure the external effects upon the city.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface visible, and how far the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness should consider the existing scale of development in each part of the city and the effects of topography in exposing building sites to widespread view.

In general, the texture of San Francisco, when viewed from close-up or from afar, is one of small-scale buildings covering the hills on a grid street pattern, punctuated by green space and occasional larger significant structures, such as churches, schools, and hospitals. The collective mass of office buildings in the Financial District has become the most prominant man-made component of the skyline. The bridges, Twin Peaks, and Golden Gate Park, remain distinctive and identifiable, but increasingly, the intense cluster of large-scale structures is the city's dominant image. The bulkiness and repetitive boxiness of many recent structures have obscured the fine-scale sculptured skyline of pre-World War II San Francisco. To recreate sculptured skyline, new buildings must have generally thinner and more complex shapes.

Control of building bulk limits the impact of building mass. At the streetscape--the closest view--building mass directly affects the light and air on the street, on plazas, and on adjacent buildings. The mass of an individual building dominates the scene from a pedestrian's view.

Views down a street or from upper floors of buildings across the downtown enable the mass and shape of buildings to be compared with one another. Here relationships of building forms to other building forms become important. An excessively bulky building can obscure views to and from other buildings.

At a distance of a mile or more, relationships among buildings form a skyline image--a combined mass and shape. The bulk and form of the individual structures--most particularly the taller, larger structures and those at the edge of downtown--affect the skyline image.

Bulk controls should address the building form's base (close-up streetscape view); the tower or shaft (mid-range view); and the upper tower or building tops (the skyline view). Controls should provide a building envelope that offers a latitude for individual building design, but in harmony with the whole.

DOWNTOWN SKYLINE

Malcolm Lubliner

## POLICY

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.

Downtown height controls should be conciously structured and varied to create specific areas which simulate the natural hills that characterize San Francisco. Taller buildings should be clustered to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. The downtown financial core--the major place of tall buildings in the city--should be kept separate from other less intense activity areas in surrounding low rise development. It should taper down to the shoreline of the Bay. Other highrise nodes should be kept away from the base or sides of hills as far as possible, or should be restrained from further intrusion onto hillsides.

In previous eras of city building, the height of new development within an area might be expected to vary considerably. The pressure to maximize development on a site was not as significant a factor then. Under such conditions, extended areas with the same height limit did not pose any city form problems. A natural variety of heights resulted in a complex, interesting city form.

There is now, however, an increasing tendency to build to the height limit, particularly in height districts lower than 400 feet. When many buildings are constructed at the height limits, a visible lining up of building tops occurs. This phenomenon called benching causes an awkward city form.

To avoid this benching effect, narrower height districts of varied height and mechanisms which allow greater height for more slender buildings should be created.

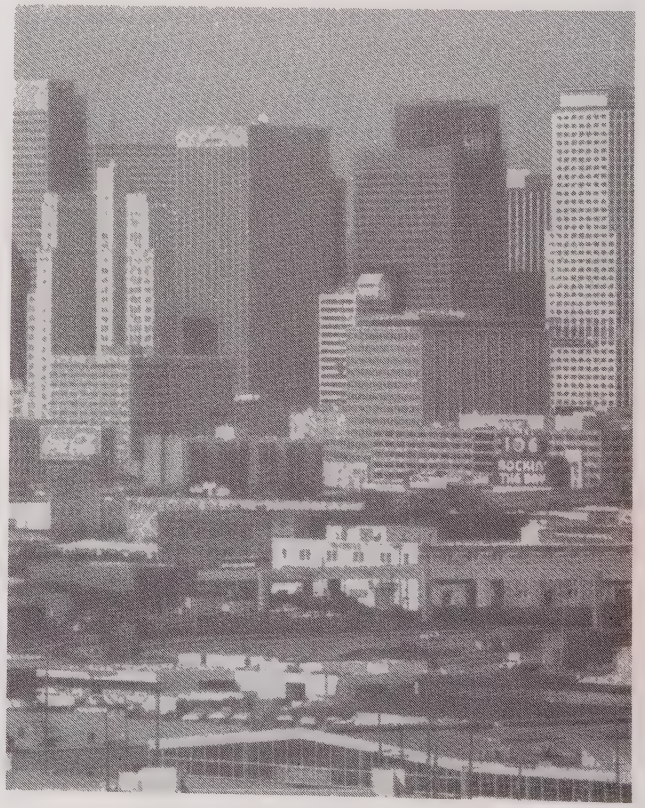
## POLICY

Foster sculpturing of building form, less overpowering buildings and more interesting building tops.

As buildings increase in height, they should be sculptured or shaped to appear increasingly slender and delicate. Modifying the silhouette of a building, making the more visible upper portion slender, offsets the building's bulkiness.

The shape given to the top portion of every large structure should consider the building's position in city views. Prominent buildings should be consciously designed to contribute to a graceful skyline in harmony with the texture of development on surrounding hills. Buildings below the city silhouette, but still prominent in views, should contribute to an overall sculptural form--avoiding awkward or overscaled blunt forms. The tops of all buildings should be interesting to look at from nearby towers.

Skyline effects of existing box-shaped buildings should be masked or softened by new tall, well-composed buildings with sculptured tops. Tops of new buildings similar in height to nearby towers should be shaped and detailed to disguise the similarity.



SKYLINE BENCHING

Malcolm Lubliner

Map 13

Existing Height District Boundary

Existing C-3 District Boundary

N

# EXISTING HEIGHT and BULK DISTRICTS

## IMPLEMENTING ACTIONS

- Modify the allowable heights downtown.

Proposed heights for the C-3 district are shown on Map 14. The proposed bulk rules (see below) would allow certain exceptions in these height limits for optional tower extensions and certain vertical attachments. The rationale for the modifications in allowable heights in various sections of downtown is outlined below.

### Financial District

The major change proposed in height limits in the financial district would be to shift higher height districts to the south. The plan would also reduce the area of higher height districts. These actions would shift the thrust of future development from north of Market--which contains many buildings of architectural merit and is already at a high overall density--to an area with fewer existing buildings deserving preservation and much lower existing densities. The proposals continue the basic concept of a relatively small compact highrise office core surrounded by easily accessible, sunny lowrise or open areas.

### Retail District

As indicated elsewhere in the Plan, the continued success and vitality of San Francisco's retail center depends upon a unique combination of shops, stores, and services, along with a visually rich, urban, human-scaled, and sunny environment. To conserve these qualities, new buildings should be limited to heights that will:

-- Protect those qualities of sunlight, scale, and character that contribute to a successful retail area.

-- Maintain a comfortable human scale combined with an intense urban vitality.

-- Assure relatively sunny streets and generous daylighting of public spaces.

-- Retain coherent groupings of richly decorated, similarly scaled, older buildings that contribute to the distinctive image of the area.

Reduction in height limits are proposed that would be more commensurate with the proposed density for the area and more typical of most retail buildings in the area.

SAN FRANCISCO RETAIL DISTRICT Amit Ghosh

The Plan would allow additional height above 80 feet up to a maximum of 130 feet as a conditional use if:

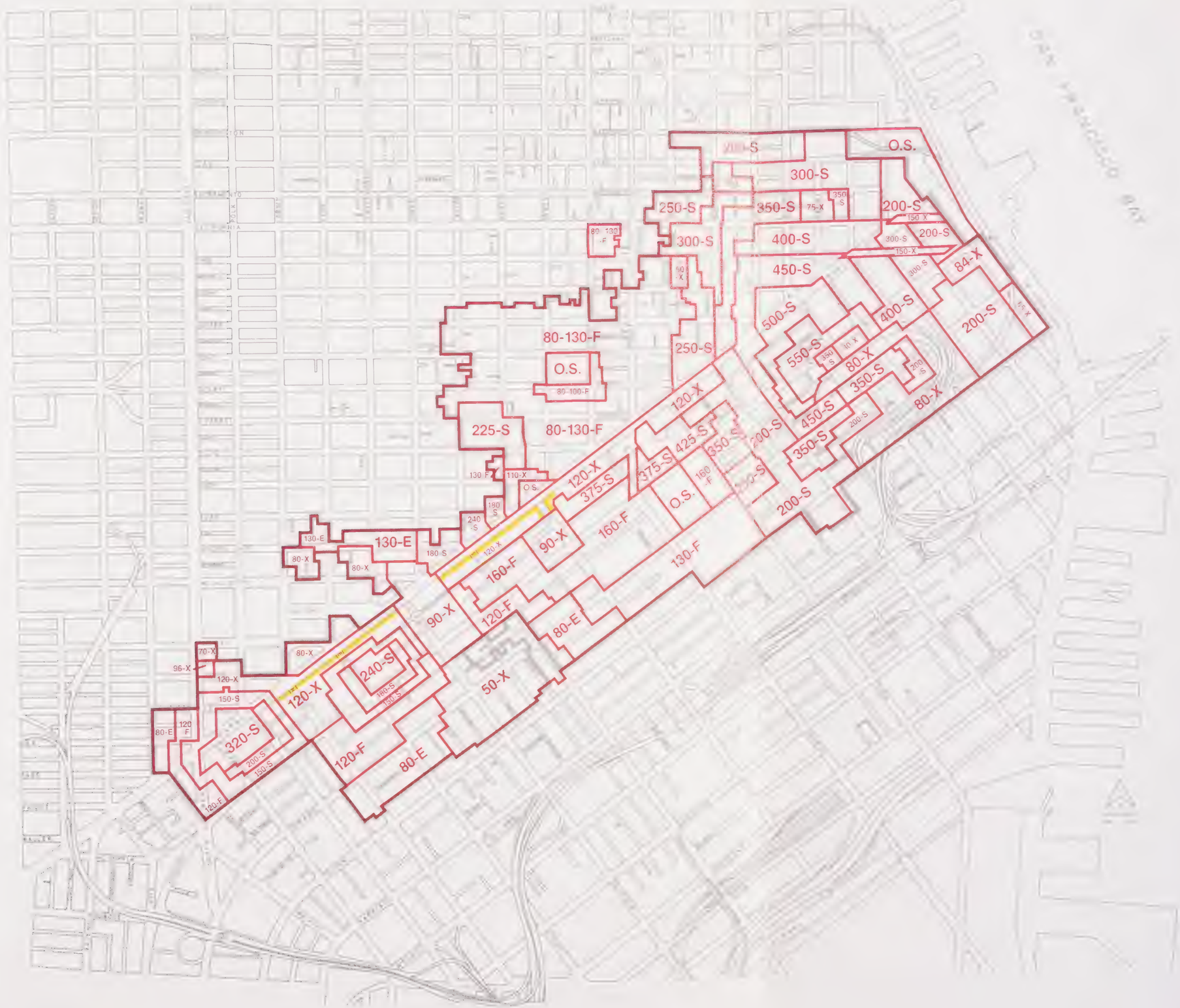
-- the structure does not add to shadows upon sidewalk or other pedestrian open spaces;

-- the structure provides an appropriate transition to adjacent higher or lower buildings; and

-- the additional height of the structure is set back an appropriate distance from the street frontage to maintain continuity of the predominant streetwall on the block.

### Market Street Spine

The existing height districts permit a ridge of highrise development to line Market Street from the financial district to Van Ness Avenue. The proposed heights call for a distinct separation of a smaller cluster of highrises near Van Ness from the main concentration east of Kearny. The separation would be achieved by lowering heights substantially between Fifth and Seventh Streets and reducing the area available for higher development north and south of Market Street within this area. In addition to achieving a more sculptured urban form, the lowered heights would ensure a more human-scaled and sunny environment for residential areas north and south of Market. Additionally, view corridors along Grant Avenue and Powell Street across Market Street would be preserved.




DOWNTOWN DOWNTOWN DOWNTOWN DOWNTOWN

# Urban Form

## Map 14

25 Foot Setback at 90 Foot Height

S New Bulk Controls Apply, See Text

Proposed Height District Boundary

Proposed C-3 District Boundary

N

## PROPOSED HEIGHT and BULK DISTRICTS

## Urban Form

### Map 14 –

25 Foot Setback at 90 Foot Height

S New Bulk Controls Apply, See Text

Proposed Height District Boundary

Proposed C-3 District Boundary

N

# PROPOSED HEIGHT and BULK DISTRICTS

### Market-Van Ness

The most significant proposal here is to constrict the area of higher height limits in the area bounded by the Civic Center, Seventh Street, Howard Street, and the Central Freeway. The area would be transitioned to the lowered heights between Seventh and Fifth Streets. The reductions are also designed to secure a better transition to the Civic Center. The increased complexity of height districts in the area is intended to reduce the visual benching of buildings.

### South of Market--West of Y.B.C.

The existing height plan features three height limit terraces stepping upward from Folsom Street--each terrace is close to a mile in length. If sufficient properties developed to these limits, they would create awkward looking stairsteps when viewed from west and south. This form would be antithetical to the softer profiles of the city's hills. Therefore, the Plan proposes to increase height limits more gradually.

The area between 6th and 7th Streets south of Mission contains a large number of residential buildings fronting the interior alleyways. The Plan proposes lowering heights in this zone to preserve the scale of existing development.

### Belden Street, Front Street, Commercial-Leidesdorff, New Montgomery-Second Street

Heights would be lowered to protect the scale of existing development along Belden Street, Front Street between California and Sacramento, the Commercial-Leidesdorff area and the New Montgomery-Second Street area. This would make building heights consistent with the proposed status of these areas as conservation districts (see Preserving the Past).

### Mint and Post Office

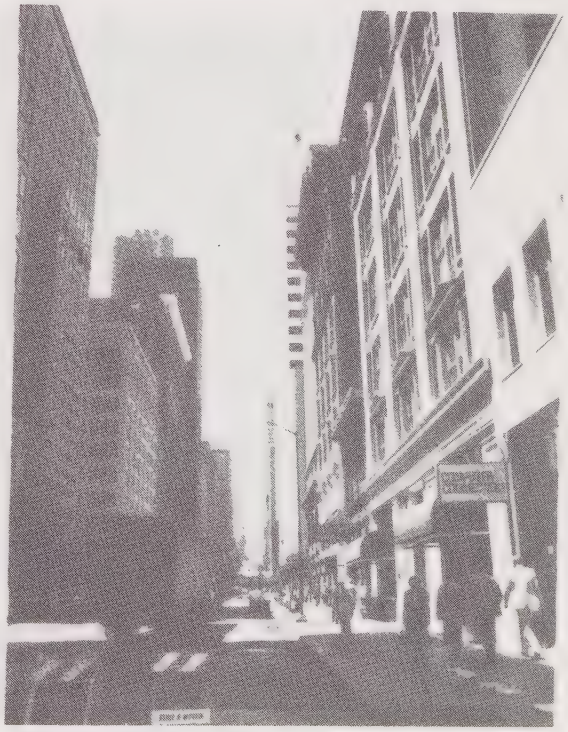
To ensure that the facades of new buildings properly frame the Mint and the Seventh Street Post Office, reduced height limits are proposed for the front portions of surrounding properties.

CROCKER PLAZA Rana Ahmadi

### Parks and Plazas

Proposed heights are adjusted to provide direct sunlight to Union Square, St. Mary's and Portsmouth Squares, and the proposed new parks in the South of Market area.

On the south side of the mid-Market Street frontage, the Plan proposes lower height limits to ensure adequate sunlight and spatial definition for Crocker, Haliidie and United Nations Plazas, and continued sunlight to the retail portion of Market Street. These lowered heights would be supplemented by sun access rules described later in this chapter.



CALIFORNIA STREET FROM FRONT STREET Amit Ghosh

## IMPLEMENTING ACTIONS

- Adopt new bulk controls.

New bulk controls are proposed for the areas denoted by the letter "S" on Map 14. They would apply to four components of a structure: the base, lower tower, upper tower, and upper tower extension. Applicability of the controls would be determined by the actual height of the building. The general principle behind the proposed controls is that as a building increases in height, it should decrease in bulk. The controls are summarized on the Bulk Control Zone Charts A and B. The controls would require mandatory volume reduction of the upper tower portion of the building shaft, with sculpturing to provide slim profiles and visually interesting tops for all buildings.

### Base

The base is the lowest portion of the building extending vertically to a streetwall height that would not exceed 1.25 times the width of the widest abutting street, but in no case would the base be limited to less than 50 feet in height. Within this base, no maximum lot coverage, no maximum horizontal dimensions and no maximum floor area controls would apply. Provision of a distinctive building base, with a streetwall in harmony with existing streetwalls, and with an appropriate setback and/or other means of delineating the base from the tower structure, would be required. The architectural treatment would have to express a cornice line or equivalent projection(s) to emphasize the street space enclosure and to harmonize with the traditional San Francisco streetscape (see exceptions below).

### Lower Tower

Bulk controls for the lower tower would apply to that portion of the lower 75 percent of the building height above the base as shown on Bulk Control Zone Chart A. For buildings of less than 160 feet in height, the lower tower controls are the only bulk controls above the base of the building. The bulk controls for the lower tower are a maximum plan width of 160 feet, a maximum average floor area of 20,000 square feet, and a maximum average diagonal dimension of 200 feet.

For the lower tower, the maximum plan width of 160 feet and maximum average diagonal dimension of 200 feet could be relaxed to facilitate larger floor plates near the lower portion of the lower tower if there were to be a commensurate reduction of the upper portion of the lower tower. The average floor area of 20,000 square feet for the lower tower could be increased by two percent to encourage the use of this transitional provision. This exception would provide design flexibility in transitioning from the building base to the tower.

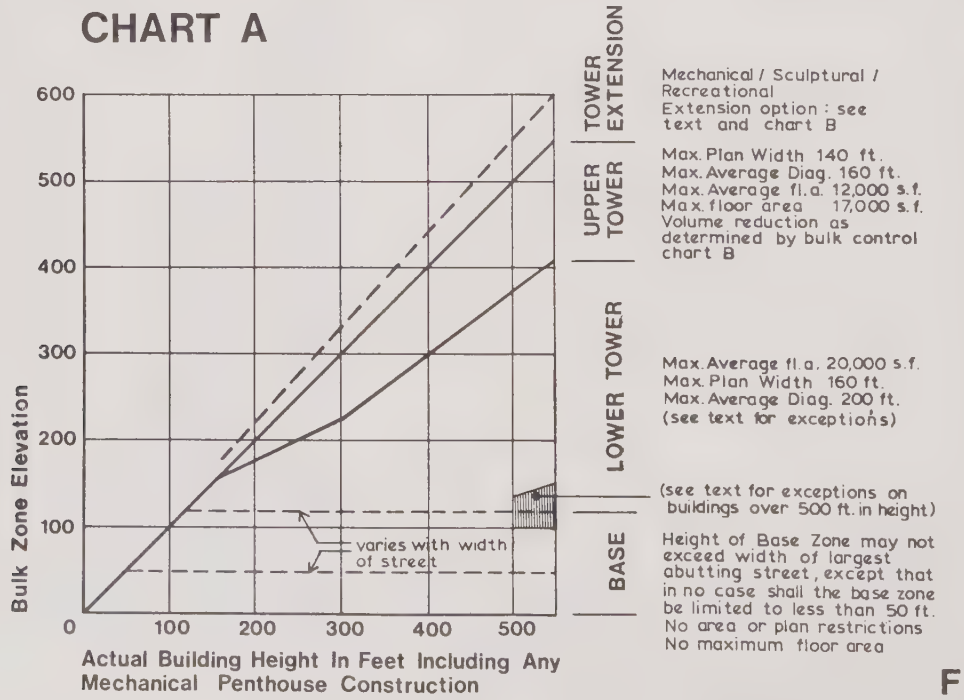


CHART A
600
500
400
300
200
100
0
100
200
300
400
500
Bulk Zone Elevation
Actual Building Height In Feet Including Any Mechanical Penthouse Construction
varies with width of street
TOWER EXTENSION
UPPER TOWER
LOWER TOWER
BASE
Mechanical / Sculptural / Recreational Extension option : see text and chart B
Max. Plan Width 140 ft.
Max. Average Diag. 160 ft.
Max. Average fl.a. 12,000 s.f.
Max. floor area 17,000 s.f.
Volume reduction as determined by bulk control chart B
Max. Average fl.a. 20,000 s.f.
Max. Plan Width 160 ft.
Max. Average Diag. 200 ft.
(see text for exceptions)
(see text for exceptions on buildings over 500 ft. in height)
Height of Base Zone may not exceed width of largest abutting street, except that in no case shall the base zone be limited to less than 50 ft.
No area or plan restrictions
No maximum floor area

Figure 8

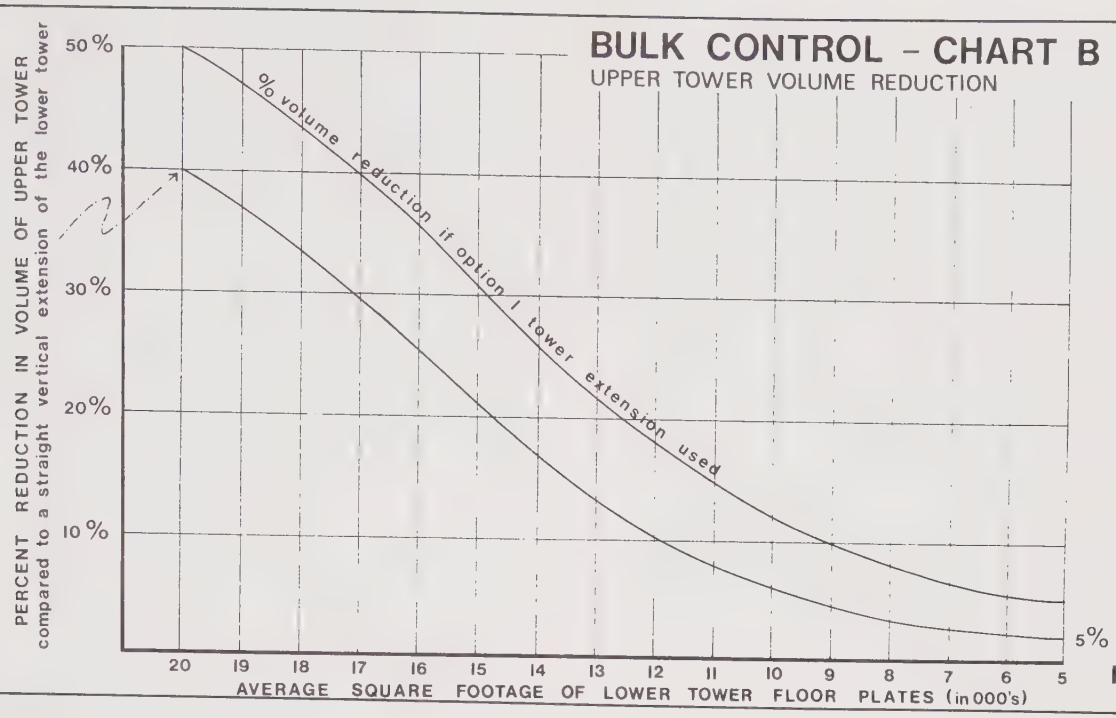

BULK CONTROL - CHART B
UPPER TOWER VOLUME REDUCTION
PERCENT REDUCTION IN VOLUME OF UPPER TOWER compared to a straight vertical extension of the lower tower
50%
40%
30%
20%
10%
% volume reduction if option 1 tower extension used
5%
20 19 18 17 16 15 14 13 12 11 10 9 8 7 6 5
AVERAGE SQUARE FOOTAGE OF LOWER TOWER FLOOR PLATES (in 000's)

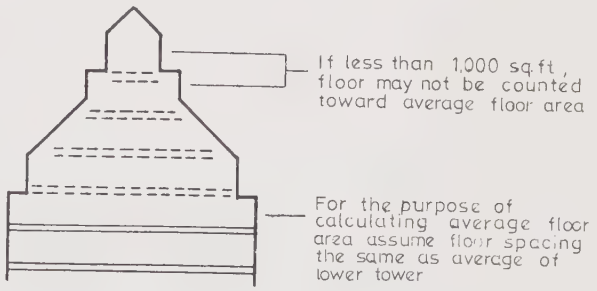
Figure 9

For buildings 500 feet or taller, the lower portion of the lower tower could be enlarged to a maximum plan width of 190 feet, a maximum diagonal measure of 230 feet and a maximum floor plate of 25,000 square feet, up to height shown by the shaded area on Bulk Control Zone Chart A. This exception would allow for the additional sets of elevator banks required by very tall structures without reducing the net usable floor area on the lower floors of the lower tower. The average floor area of 20,000 square feet for the lower tower would be relaxed by this exception and a corresponding reduction in upper floor area would not be required.

### Upper Tower

Upper tower bulk controls would apply to buildings taller than 160 feet. Generally they would apply to the upper fourth of the total building height as shown on Bulk Control Zone Chart A. The bulk controls for the upper tower would be a maximum plan width of 140 feet, a maximum average floor area of 12,000 square feet, a maximum floor area for any floor of 17,000 square feet, and an average diagonal measure of 170 feet.

Sculptured architectural forms such as domes, vaults, pyramids, and complex variations that contain large volumes but not floor area would be counted as part of average floor area by computing cross section at the same interval as the typical floor in the building. Cross sections of less than 1,000 square feet would not be counted.


If less than 1,000 sq.ft., floor may not be counted toward average floor area
For the purpose of calculating average floor area assume floor spacing the same as average of lower tower

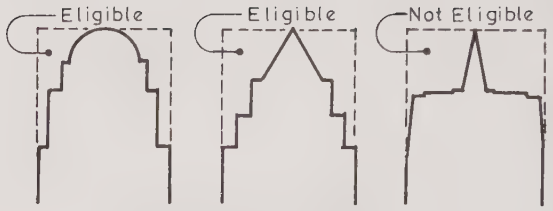
The volume of the upper tower would not exceed a percentage of the volume that would occur if the average cross-sectional area of the building's lower tower (exclusive of the base) were extended to the proposed building height. This percentage volume reduction would vary with the bulk of the lower tower, as indicated by Bulk Control Chart B. This upper tower volume reduction would not require a setback or change in building profile at a specific elevation. It would require sculpturing the building's upper tower to reduce its silhouette, soften its appearance, and harmonize the building with the fine scale and texture of San Francisco's urban hillsides. Height reduction would not be an acceptable means of volume reduction.

These rules would apply to bulk reduction computations:

-- Only the volume eliminated from the extended average mass of the lower tower (excluding the base) around the building top would be counted. The volume around such features as masts, flag poles, pylons or similar slender extensions would not be counted.

-- Sculptured elements would not need to contain usable floor area to be counted toward bulk reduction.

-- Minor decorative projections such as finials and sculptural extensions of parapets would not be counted against bulk reduction.




VOLUME ELIGIBLE FOR BULK REDUCTION

### Penthouse Uses

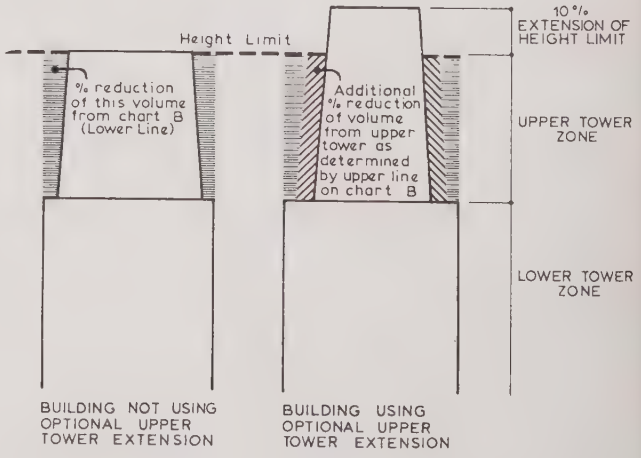
All rooftop mechanical functions or other penthouse uses should be incorporated into the architectural design and treated as an integral part of the building form.

### Optional Upper Tower Extension

To provide more flexibility in building design and height, and to encourage slenderer and more sculptured tops for tall structures, two optional upper tower extensions are proposed.

Under Option I, 10 percent of permitted building height would be allowed above the height limit in exchange for further reduction in the volume of the upper tower. The additional reduction in upper tower volume would vary with the size of the average floor in the upper tower as shown on Chart B.

Under Option II, mechanical equipment, decorative roof construction, and usable penthouse space would be permitted above the height limit provided it is within the volume formed by planes sloping inward at a 50 degree angle from the outer edge of the roof, the plane of the roof would not exceed 12,000 square feet, and the extension would be architecturally integrated with the remainder of the building.


Height Limit
10% EXTENSION OF HEIGHT LIMIT
% reduction of this volume from chart B (Lower Line)
Additional % reduction of volume from upper tower as determined by upper line on chart B
UPPER TOWER ZONE
LOWER TOWER ZONE
BUILDING NOT USING OPTIONAL UPPER TOWER EXTENSION
BUILDING USING OPTIONAL UPPER TOWER EXTENSION

CALCULATION OF UPPER TOWER VOLUME REDUCTION

### Cornices and Decorative Projections

Maximum plan width and maximum diagonal dimension would not apply to cornices or decorative projections at any level of the building.

### Vertical Attachments

The height and bulk rules would allow the addition of visually interesting flagpoles, steeples, pylons, chimneys, or obelisks, with a cross-sectional area of less than 100 square feet, a maximum diagonal 18 feet, and a maximum height of 75 feet.

### Criteria for Exceptions

In exceptional cases, the bulk limits may be exceeded to a certain degree provided there are adequate compensating factors. At least one of the following three criteria should apply:

-- The structure or that portion of the structure for which an exception to the bulk limits is granted is screened from view as a skyline element.

-- Compelling functional requirements of a structure with widespread public service benefits and significance to the community at large require the deviation.

-- The provision of a distinctly better design in a public sense is achieved by facilitating the development of transitional scaled elements or by otherwise facilitating a more sensitive contextual relationship with surrounding buildings of architectural merit.

And all of the following criteria should apply:

-- The added bulk does not contribute to shading of publicly accessible open space.

-- The added bulk does not increase wind speeds at the ground level in pedestrian areas.

-- The added bulk is compensated for through the articulation or sculpturing of the tower mass to create a light, graceful effect.

-- Facades are given a rich visually complex surface treatment that will offer an interesting view from nearby buildings.

### Building Tops

The bulk controls would establish basic restrictions on building mass, but would not, of themselves, achieve the desired treatment. As a further control, all buildings would be required to be massed, within the limits of the height and bulk controls, to create distinctive building tops. "Distinctive building tops" refers to complex, decorative, intricate means of articulating the building mass to create a visually distinctive termination of the building facade. Examples of types of treatments would include cornices, stepped parapets, hip roofs, mansard roofs, stepped terraces, domes, and other forms of multi-faceted sculptured tops. The intent is to return to the complex visual imagery of the surrounding hillsides and to the complex architectural qualities of older San Francisco buildings. However, direct mimicry and replication of historical detailing would be discouraged. What is desired is the evolution of a San Francisco imagery that departs from the austere, flat top box--a facade cut off in space.

HISTORICAL DETAILING OF BUILDING TOPS

San Francisco Archives

## POLICY

Maintain separation between buildings to preserve light and air and prevent excessive bulk.

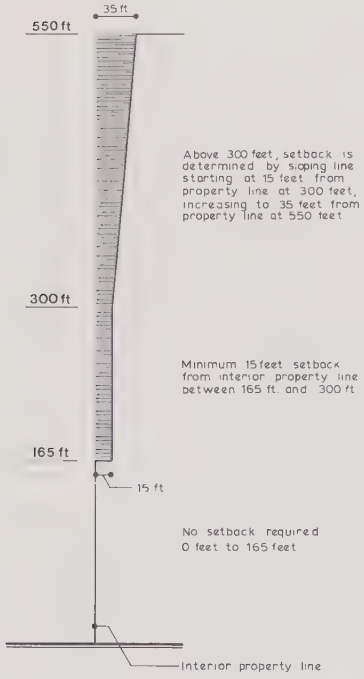
Every major highrise should be designed to be a good neighbor to surrounding towers, recognizing that a potential exists to build additional structures in the immediate vicinity. Setbacks on interior property lines and setbacks on narrow south of Market streets, should be provided to assure adequate separation between towers even though the structures are on relatively small lots.

## IMPLEMENTING ACTIONS

- Require setbacks and separation of towers.

Through the process of TDR, it would be possible to construct buildings to the limits of the height and bulk regulations without the requirement of assembling a large lot area. This change in development procedures could lead to sizable office towers being constructed on adjacent lots. A second concern is the development of office towers on the larger blocks south of Market Street, east of Third Street. Several towers can be constructed in a row along a block face and additional towers can be constructed on the interior of these blocks fronting on the narrow alley streets of Stevenson, Jessie, Minna, Natoma, Tehama and Clementina. To assure adequate separation between buildings and to assure adequate light and air and ground level circulation, two requirements are proposed. Buildings up to 165 feet could be constructed on an interior property line (that is, a property line not on a street or alley) without windows; buildings up to 165 feet with windows would be setback as determined by the fire code. Above this height, all towers, with or without windows, would be set back from interior property lines as shown on Chart C. An exception to the Chart C setback requirements could be granted if the development potential of the adjacent property were to be permanently restricted through the TDR or through a view easement.

FIGURE 10
**CHART C**
SEPARATION BETWEEN TOWERS
On Interior Property Lines


35 ft
550 ft
Above 300 feet, setback is determined by sloping line starting at 15 feet from property line at 300 feet, increasing to 35 feet from property line at 550 feet
300 ft
Minimum 15 feet setback from interior property line between 165 ft. and 300 ft
165 ft
15 ft
No setback required
0 feet to 165 feet
Interior property line

**For developments proposed on any portion of Stevenson, Jessie, Minna, Natoma, Tehama, or Clementina, east of 3rd Street, mandatory sidewalk widening is to be achieved by arcades. Additionally another setback from the property line at the height of 60 feet is proposed as shown in Table 9. These arcades at ground level (in combination with the existing right-of-way) would create a minimum right of way of 48 feet. This is approximately the width of the narrowest street north of Market Street. The setback above 60 feet would provide a 68 foot separation between towers on these narrow streets. This dimension is the width of the right-of-way of most north of Market streets.**

TABLE 9

MANDATORY BUILDING SETBACKS FOR SELECTED DOWNTOWN STREETS

| Street | Minimum Sidewalk Widening | Setback at Streetwall Height of 60' |
|---|---|---|
| Stevenson | 4.0' | 14.00' |
| Jessie | 10.25' | 20.25' |
| Minna | 6.5' | 16.50' |
| Natoma | 6.5' | 16.50' |
| Tehama | 6.5' | 16.50' |
| Clementina | 4.0' | 14.00' |

## SUNLIGHT AND WIND

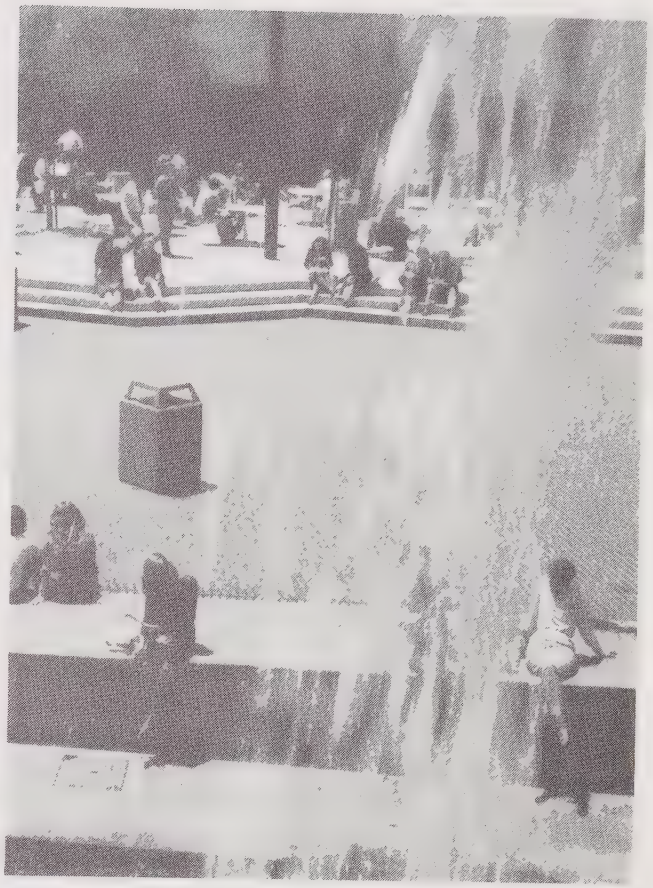
### BACKGROUND

The existing land use controls give little attention to the effect of building form on the loss of sunlight and the creation of wind. The shadow and wind studies done as part of the elaborate environmental review process initiated after existing controls were adopted, along with the special analysis of wind and sun which has been undertaken recently have heightened public concern over these issues. The blockage of sunlight to St. Mary's Square caused by the Telephone Building on Pine Street and the wind currents around Fox Plaza, the Federal Building, and the U.S. Assessor's Building are dramatic examples of the impact of inappropriate building forms on the pedestrian environment.

Pedestrian comfort depends on the combined effects of sun, wind, temperature, and humidity. Locations exposed to the wind and shaded by buildings are seldom comfortable in San Francisco's typically cool temperatures.

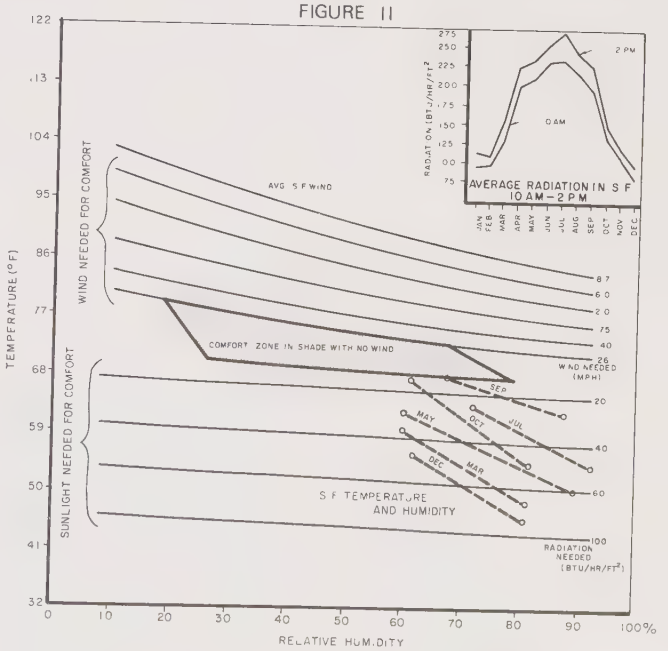
Figure 11 is a comfort diagram for a typically dressed San Francisco pedestrian. Known as a "bioclimatic chart," it shows a "comfort zone"--combinations of temperature and humidity that result in thermal comfort in the absence of wind or direct sunlight. At lower temperatures and humidities, radiation (sunshine) is needed to maintain comfort. At higher temperatures and humidities, wind is needed to maintain comfort. The data shown are for a person walking. Persons sitting generate less body heat and therefore require higher levels of radiation.

The figure also shows year round average temperature and humidity conditions found in San Francisco. Comparing this to the comfort zone, it is evident that for a large part of the year, radiation from sunshine is needed even when there is no wind. One effect of wind is to increase the amount of radiation needed to maintain comfort. In San Francisco, when the sun is shining, there is generally enough radiation to meet this need.



JUSTIN HERMAN PLAZA — Rana Ahmadi

FIGURE 11




BIOCLIMATIC CHART FOR SAN FRANCISCO

SOURCE: DONALD BALLANTI, BERKELEY SOLAR GROUP & DEPT. OF CITY PLANNING, S.F

The effect wind has on pedestrian comfort is shown on Table 10. Average wind speeds are greatest in the summer and lowest in the fall as shown on Table 11. Winds generally are least in the morning hours and highest in the afternoon and evening.

Streets in downtown San Francisco are laid out in accord with two basic patterns known as the Jeffersonian and Spanish grids. Market Street separates the two grids. Streets south of Market run 45 degrees east or west of true south in accordance with Spanish colonial law. North of Market streets are aligned with the cardinal points of the compass running north-south and east-west. Eastwest streets run 81 degrees west of true south and north-south streets run 9 degrees east of true south.

In the North of Market street grid, there is a pattern of relatively strong winds along east-west streets, where wind is channeled along the street. Along north-south streets, there are areas of shelter provided by buildings in the path of the wind. The South of Market street grid results in relative shelter from the prevailing west wind, but exposure to southwest and northwest winds.

The overall effect of urban development on winds is to reduce windspeed because of the drag and friction generated by buildings. However, while average windspeeds are lower in urban areas, highrise buildings can affect local wind speeds dramatically. Near the base of a highrise, winds can be many times stronger than the ambient, undisturbed windspeed. Several buildings in San Francisco are notorious for the windy, uncomfortable weather around them. Their relatively free-standing, slab building forms intercept large volumes of moving air. Such exposures and designs cause wind accelerations at ground level.

TABLE 10

EFFECT OF WIND ON PEDESTRIANS

| Wind Speed | Pedestrian Discomfort |
|---|---|
| Up to 4 m.p.h. | No noticeable effect |
| 4 to 8 m.p.h. | Wind is felt on the face |
| 8 to 13 m.p.h. | Wind will disturb hair, flap clothing, and extend a high flag mounted on a pole |
| 13 to 19 m.p.h. | Wind will raise dust, dry soil and loose paper and will disarrange hair |
| 19 to 26 m.p.h. | The force of wind will be felt on the body |
| 26 to 34 m.p.h. | Umbrellas are used with difficulty; hair is blown straight, and there is difficulty in walking steadily |

TABLE 11

SAN FRANCISCO CLIMATE

| Month | Mean Maximum Temperature°F | Mean Minimum Temperature°F | Percent Possible Sunshine | Average Windspeed Miles/Hr. | Prevailing Wind Direction |
|---|---|---|---|---|---|
| January | 60.0 | 45.7 | 56 | 6.7 | north |
| February | 58.9 | 47.9 | 62 | 7.5 | west |
| March | 60.1 | 48.5 | 69 | 8.5 | west |
| April | 61.2 | 49.3 | 73 | 9.5 | west |
| May | 62.5 | 50.9 | 72 | 10.4 | west |
| June | 64.5 | 52.8 | 73 | 10.9 | west |
| July | 63.8 | 53.2 | 66 | 11.2 | west |
| August | 64.8 | 54.0 | 65 | 10.5 | west |
| September | 68.8 | 55.5 | 72 | 9.1 | west |
| October | 68.2 | 54.6 | 70 | 7.6 | west |
| November | 63.2 | 51.5 | 62 | 6.3 | west |
| December | 56.8 | 47.2 | 53 | 6.7 | north |

SOURCE: National Oceanographic and Aerospace Administration, Technical memorandum NWS-WR-126, 1978

## THE PLAN

### OBJECTIVE

CREATE AND MAINTAIN A COMFORTABLE PEDESTRIAN ENVIRONMENT.

### POLICY

Promote building forms that will maximize the sun access to open spaces and other public areas.

Given San Francisco's temperate climate, the warmth provided by direct sunlight can make a significant difference in the physical comfort experienced in these spaces.

Buildings to the south, east, and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas.

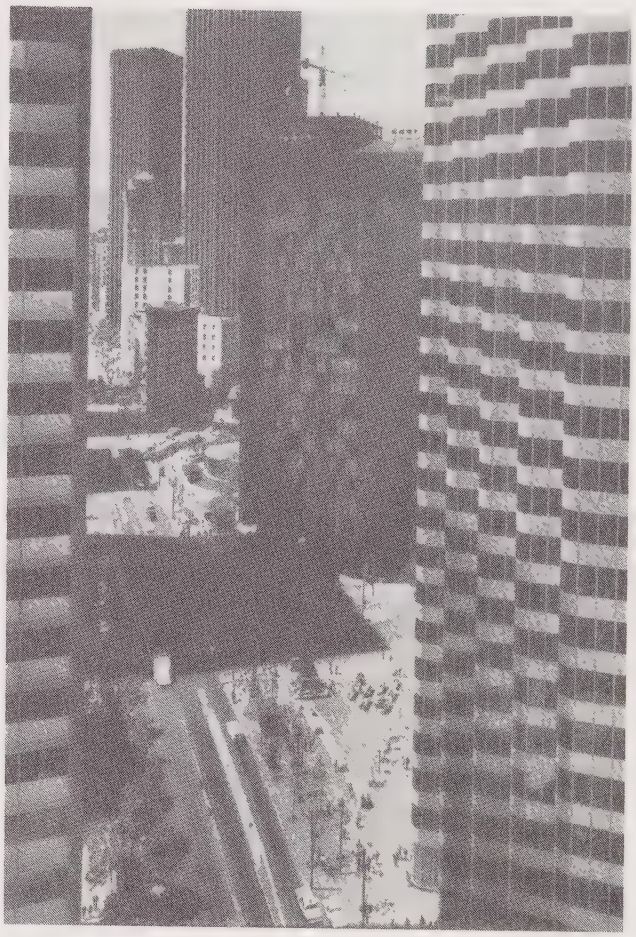
In addition to parks and plazas there are certain locations in the downtown where direct sunlight is very important. They include shopping streets in the retail district, and alleys with a high concentration of eating and drinking establishments and a high volume of lunchtime pedestrian use.

New buildings adjacent to these spaces should be shaped to minimize the shadow that is cast by the building on the public space. By keeping the new building behind a sloping plane which varies according to orientation of the sun to the public space, direct sunlight access can be maintained during critical periods.

### IMPLEMENTING ACTIONS

- Establish sun access criteria to ensure direct sunlight to certain public sidewalks.

The Plan proposes sun access criteria to allow direct sunlight to reach the sidewalk during critical hours of the day. Access criteria are stated in terms of the plane above which a building across the street would cast shadows on the sidewalk. That plane described by the sun access angle also establishes a maximum street wall height for the buildings.



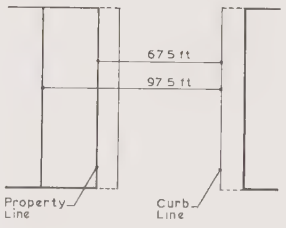
MARKET STREET PLAZAS — Malcolm Lubliner

The maximum height respecting sun access criteria may be determined arithmetically or by geometric section, using sun access angles from Table 12

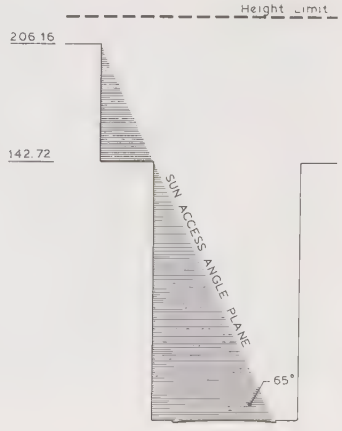
To calculate permitted height measure the distance from the curbline of the opposite sidewalk to the point where the permitted height is to be determined. Then multiply that distance by the tangent of the sun access angle

Example: For sun access angle of 65° multiply by tangent 2.1145

A. 67.5 x 2.1145 = 142.72 ft
B. 97.5 x 2.1145 = 206.16 ft




To determine permitted height by geometric section carefully draw a scale cross section of the street accurately showing street and side walk widths With a protractor plot the appropriate sun access angle extending line to the point it intersects the governing height limit Measure vertical distance from grade to sun access angle plane to determine permitted height



The varying access angles and street wall heights are a result of the varying orientations of San Francisco streets to the sun and the differing widths of the streets.

Sun access criteria take into consideration the constraint that providing direct access at all times of the day and at all times of the year would place on adjacent development. Buildings around public spaces would have to be very low to prevent shadows early or late in the day or during the late fall and early winter months when the sun angle is lower than 45°.

Therefore, it is necessary to set the requirements to provide sun access only during the critical time of use of the public space. In the case of sidewalks that time is considered to be the hours around noon. The critical time is made more complicated by daylight savings time, which shifts solar time forward one hour from late May to late October. This in effect requires additional periods of time to assure sun access during the critical noon hours.

Taking these factors into account the following sunlight access criteria are proposed on Table 12.

Development in the vicinity of the streets shown on Map 15 would be required to respect sunlight access angles to the sidewalks shown as sunlight protected.

In certain other locations, where a concentration of tall buildings is encouraged, a requirement that all development respect the sunlight angles would severely restrict desired development. Nevertheless, a new building can have greater or less shadow impact depending on the shape of the building and its orientation on the lot. Therefore, massing studies of all new building proposals should be undertaken to develop an appropriate building form that would minimize shadow impact.

SUNLIGHT ON MAIDEN LANE Amit Ghosh

TABLE 12

SUN ACCESS ANGLES

| Location | Side of Street For Sun Access | Critical Time (PST) | Sun Access Angle | Maximum Streetwall Height | | |
|---|---|---|---|---|---|---|
| **North of Market Retail District** | | | | | | |
| EAST-WEST STREETS | North | from 11 AM March to September | 50° | | South Side | |
| | | | | Bush | 65' | |
| | | | | Sutter | 66' | |
| | | | | Post | 66' | |
| | | | | Geary | 65' | |
| | | | | O'Farrell | 66' | |
| | | | | Ellis | 68' | |
| NORTH-SOUTH STREETS | East & West | East side from 11 AM all year West side until 1 PM all year | East 70° West 50° | | East Side | West Side |
| | | | | Powell | 151' | 65' |
| | | | | Stockton | 148' | 65' |
| | | | | Grant | 170' | 74' |
| | | | | Kearny | 170' | 74' |
| **South of Market West of YBC** | | | | | | |
| EAST-WEST STREETS | North | From 11 AM March 21 to September 21 | 50° | | South Side | |
| | | | | Mission | 84' | |
| | | | | Howard | 84' | |
| | | | | Folsom | 84' | |
| | | | | Harrison | 84' | |
| | | | | Stevenson | 50'* | |
| | | | | Jessie | 50'* | |
| | | | | Minna | 36'* | |
| | | | | Natoma | 36'* | |
| | | | | * For Residential/ Mixed Use Development only) | | |
| NORTH-SOUTH STREETS | East | Until 1 PM March 21 to September 21 | 52° | | West Side | |
| | | | | Fourth | 90' | |
| | | | | Fifth | 90' | |
| | | | | Sixth | 90' | |
| | | | | Seventh | 90' | |
| | | | | Eighth | 90' | |
| **South of Market East of YBC** | | | | | | |
| EAST-WEST STREETS | North | Until 12:30 PM March 21 to September 21 | 59° | | South Side | |
| | | | | Mission | 117' | |
| | | | | Howard | 117' | |
| | | | | Folsom | 117' | |
| | | | | Harrison | 117' | |
| NORTH-SOUTH STREETS | East | Until 12 noon March 21 to September 21 | 62° | | West Side | |
| | | | | Steuart | 132' | |
| | | | | Spear | 132' | |
| | | | | Main | 132' | |
| | | | | Beale | 132' | |
| | | | | Fremont | 132' | |
| | | | | First | 132' | |
| | | | | Second | 132' | |
| | | | | New Montgom'y | | 132' |
| | | | | Third | 132' | |
| **Market Street** | | | | | | |
| ENTIRE LENGTH | North | From 11 AM March 21 to September 21 | 50° | | South Side | |
| | | | | Market | 119' | |

Sidewalk
with Mandatory Sunlight Access

Yellow line extends to
Franklin & Market

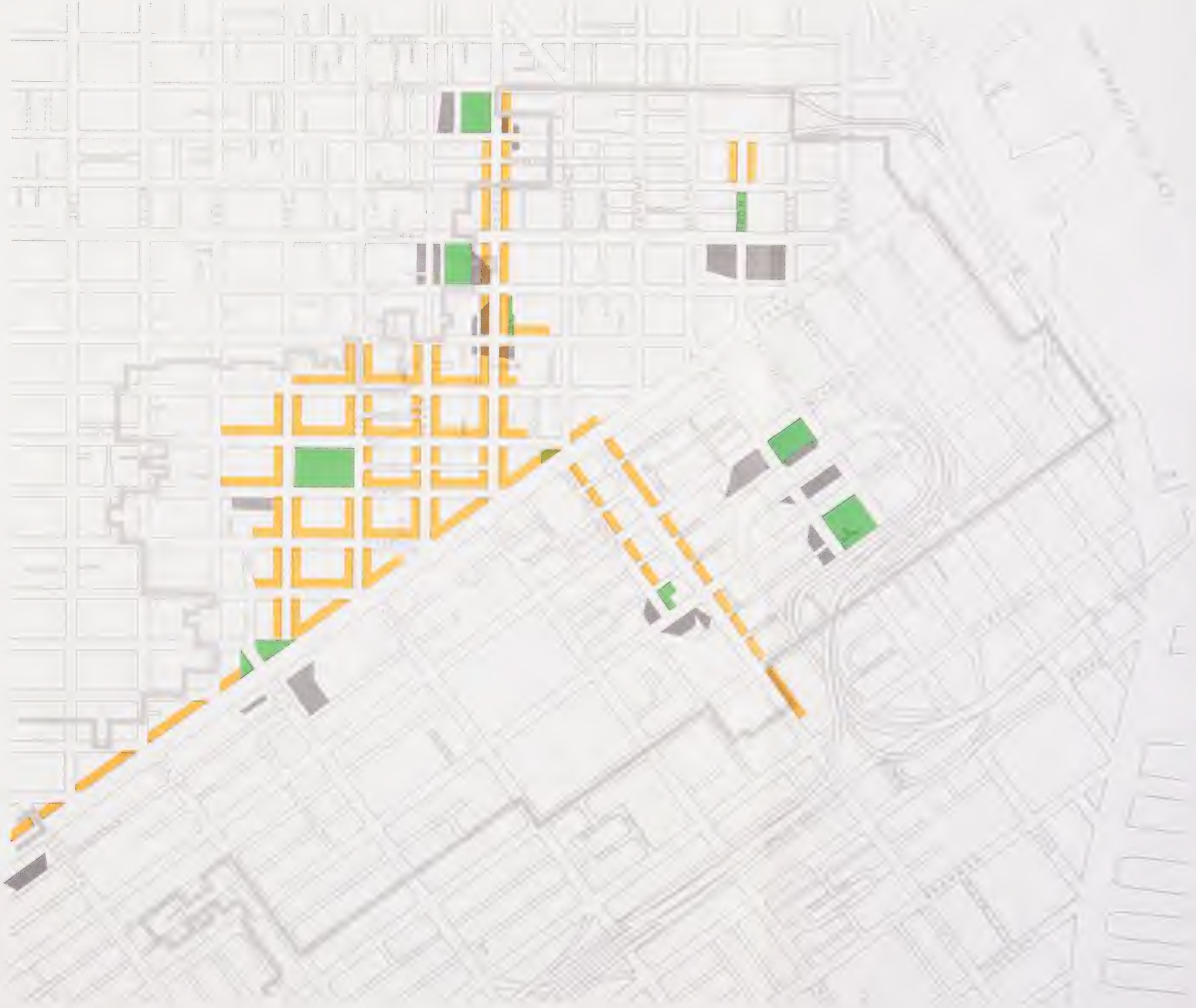
Open Space
with Mandatory Sunlight Access

Shadow Study Required
Potential Conflict between height limit
& Solar Access

Proposed
C-3 District Boundary

N

# SUNLIGHT ACCESS



Urban Form

Map 15

Sidewalk
with Mandatory Sunlight Access

Open Space
with Mandatory Sunlight Access

Shadow Study Required
Potential Conflict between height limit & Solar Access

Proposed
C-3 District Boundary

N

SUNLIGHT ACCESS

## IMPLEMENTING ACTIONS

- Create sun access criteria for parks, plazas, squares, and lunchtime malls.

The spaces to be protected and the times of the day and year for protection are shown on Table 13. Preservation of sun access to these spaces during these critical times is based on the concept of the "solar fan." A solar fan is the curved plane, shaped something like a funnel, which describes the path of sunlight from the sun to the earth.

The solar fan for a given public space will vary according to the critical hours and months proposed for sunlight access, the shape and size of the space, and the topographic features and existing buildings surrounding the public space. For example, the fan around Union Square is approximated by height bands stepping up from the square as shown in Figure 12. Any building built above the heights shown will cast shadows on the park during the critical period. Existing buildings that already shadow the park, such as the St. Francis Hotel, enable other buildings to be built behind them at higher heights without casting shadows than otherwise would be the case.

The solar fans for the spaces listed in Table 14 have been used, along with other factors, to establish proposed new height limits around the spaces. However, because the fan is a curving slope with varying angles of inclination, it is difficult to fully reflect the fans on a two-dimensional height map. Furthermore, in some cases, heights which fully respect the fan may be unnecessarily constraining on adjacent development when the time, duration, and location of the shadow are considered.

The areas where the sunlight access during the critical times may not be protected by the height limits and where further shadow analysis is considered necessary are shown on Map 15.

The height to be allowed in the areas shown on the map would be established in the context of a specific development proposal through the design review process. The shadow impacts of various building configurations would be studied and a configuration selected which eliminates shadow altogether or which minimizes the amount of shadow, taking into account the amount of area shadowed, the duration of the shadow and the nature and the extent of the use of the space during that time.

TABLE 13

CRITICAL SUNLIGHT ACCESS TIMES FOR SELECTED DOWNTOWN OPEN SPACES MARCH 21 - SEPTEMBER 21

| Space | Critical Time (PST) |
|---|---|
| Union Square | 10 AM to 4 PM |
| United Nations Plaza | 9 AM to 3 PM |
| Crocker Plaza | 11 AM to 2 PM |
| St. Mary's Square | 9 AM to 4 PM |
| Portsmouth Square | 8 AM to 4 PM |
| Hallidie Plaza | 10 AM to 4 PM |
| Front Street | 11 AM to 2 PM |
| Belden Street | 11 AM to 2 PM |

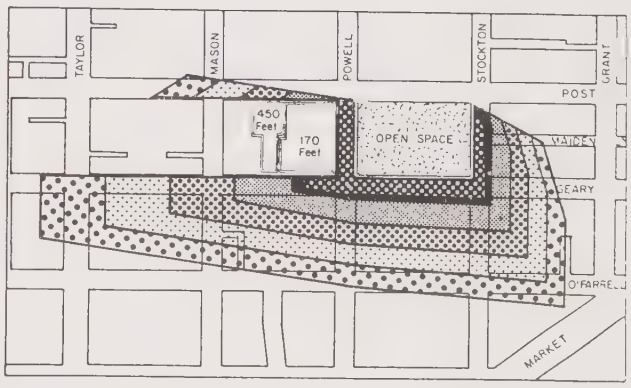
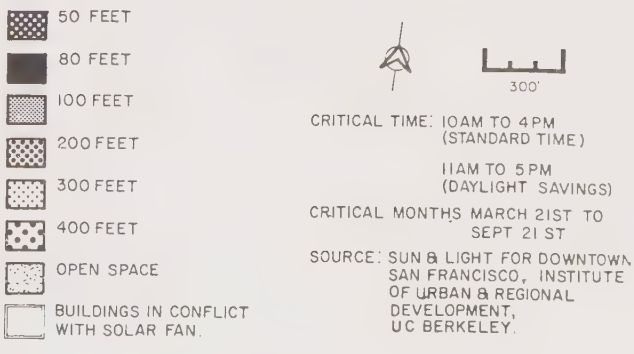



FIGURE 12. UNION SQUARE SOLAR FAN


50 FEET
80 FEET
100 FEET
200 FEET
300 FEET
400 FEET
OPEN SPACE
BUILDINGS IN CONFLICT WITH SOLAR FAN.
300'
CRITICAL TIME: 10AM TO 4PM (STANDARD TIME)
11AM TO 5PM (DAYLIGHT SAVINGS)
CRITICAL MONTHS MARCH 21ST TO SEPT 21 ST
SOURCE: SUN & LIGHT FOR DOWNTOWN SAN FRANCISCO, INSTITUTE OF URBAN & REGIONAL DEVELOPMENT, UC BERKELEY.

## POLICY

Promote building forms that will minimize the creation of surface winds near the base of buildings.

Variation in ground level wind impacts is related to several factors:

-- Exposure of the building to the prevailing wind direction, the more exposed a building is, the greater the volume and momentum of the wind intercepted, and the greater the potential for wind accelerations at street level.

-- The shape, area and uniformity of the upwind facade. Relatively large, uniform facades typically result in greater wind accelerations than do narrow or complex facades with numerous setbacks.

These factors should be taken into account in the massing and detailing of new buildings. Exposed facades should use setbacks at various levels, and other configured shapes and design features, to reduce wind impact. Wind tunnel tests of alternative building masses should be undertaken and the results employed in selecting the shape of the building. As a general rule, a building form which creates wind speeds in excess of eight miles per hour in pedestrian activity areas should not be used.

## IMPLEMENTING ACTIONS

- Modify building forms to reduce local wind currents. This issue would be addressed in design review of individual development proposals.

## BUILDING APPEARANCE

### THE PLAN

### OBJECTIVE

TO CREATE A BUILDING FORM THAT IS VISUALLY INTERESTING AND HARMONIZES WITH SURROUNDING BUILDINGS.

### POLICY

Ensure that new facades relate harmoniously with nearby facade patterns.

When designing the facade pattern for new buildings, the pattern of large nearby existing facades should be considered to avoid unpleasant juxtapositions. Incongruous materials, proportions, and sense of mass.

As a general rule, facades composed of both vertical and horizontal elements fit better with older as well as most new facades.

### POLICY

Assure that new buildings contribute to the visual unity of the city.

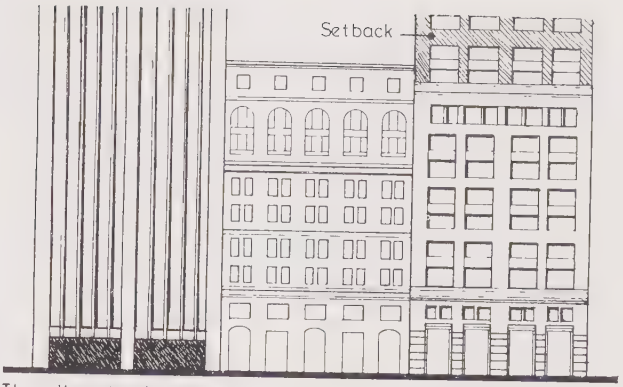
For the most part, buildings in San Francisco are light in tone. The overall effect, particularily under certain light conditions, is that of a white city spread over the hills. To maintain continuity with this existing pattern, disharmoneous colors or building materials should be avoided. Buildings should be light in color. Highly reflective materials, particularily mirrored or highly reflective glass, should not be used.

### IMPLEMENTING ACTIONS

- Prohibit the use of highly reflective materials and encourage the use of light-toned materials in new buildings.

### POLICY

Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments and bay or recessed windows.




The all vertical pattern of this building has little in common with the center structure

Strong verticals and horizontals, strong base and similar street wall height help give building a positive relationship to center building

### IMPLEMENTING ACTIONS

- Modify the Planning Code to allow architectural projections.

Currently cornices and belt courses are severely restricted in size and other decorative embellishments, such as pilasters, are prohibited by the Planning Code. Cornice and belt course size limitations would be eased in both permitted height and depth and other features of an architectural or decorative nature would be allowed to project up to ine foot, provided they included structural columns or beams. All such projections would be prohibited below thew height of 7.5 feet above sidewalk grade.

- Modify the Planning Code to encourage architectural embellishments, deep-set windows, and bay windows.

Current regulations for calculation of gross floor area along the exterior face of a building tend to encourage smooth and thin-walled buildings with flush windows. Changes in the rules for measuring gross floor area would eliminate disincentives to the use of techniques for creating more interesting facades. Decorative non-structural exterior features would not be considered part of the exterior plane so their use would not be discouraged.

Gross floor area would be measured from the average line of the window glass. This would encourage the use of recessed windows. However, it may discourage the use of bay windows. To eliminate that disincentive, one-third of the floor area of a bay window extending beyond the exterior plane of the facade would not be counted as gross floor area. (Bays would be limited to a size smaller than now permitted.)

## STREETSCAPE

### THE PLAN

### OBJECTIVE

CREATE AND MAINTAIN ATTRACTIVE, INTERESTING URBAN STREETSCAPES.

### POLICY

Conserve the traditional street to building relationship that characterizes downtown San Francisco.

San Francisco is noted for streets that are sharply defined by buildings placed at the property line with little or no space between them. This historical pattern of development gives San Francisco its intense urban quality.

This pattern should be preserved and fostered. Structures generally should be built to the street property line along the entire frontage to a sufficient height for proper definition of street space. Exceptions to this streetwall should be allowed to create open space and circulation space where desirable and appropriate. However, open spaces should not be so frequent or close together that they undermine the sense of a continuous streetwall.

### POLICY

Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.

Many downtown streets contain ornate older buildings of modest scale, which should be preserved for future generations to appreciate. While the heights of these buildings vary when taken together, they often create a sense of a unitary street facade or wall. This street wall gives continuity and unity to the streetscape. The intrusion of large, flat planed modern buildings among small-scaled and decorated older buildings breaks up the continuity and unity.

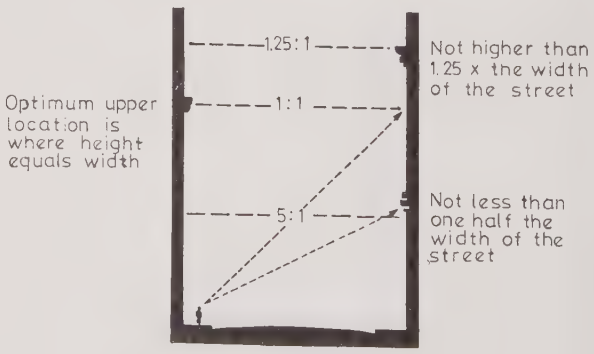
If the new taller building is set back an appropriate distance above the existing predominant streetwall height, the upper portion of the building will not be perceived as part of the streetwall, and if the lower portion were given a similar texture and projecting cornice the disruption would be minimized. The depth of the setback required would be a function of the width of the street and the height of the existing streetwall. Chart D indicates appropriate setbacks.

CHART D SETBACK DIMENSION IN FEET

| HEIGHT OF STREET WALL IN FEET | STREET WIDTH 64' - 67' | 68' - 71' | 72' - 75' | 76' - 80' |
|---|---|---|---|---|
| 68 or less | 18 | 20 | 22 | 24 |
| 69 – 81 | 14 | 16 | 18 | 20 |
| 82 – 94 | 10 | 12 | 14 | 16 |
| 95 – 107 | 8 | 10 | 12 | 14 |
| 108 – 120 | 6 | 8 | 10 | 12 |

Figure 13

The height of the streetwall cannot be determined with great precision by a mathmatical formula. Often there is considerable variation in the heights of buildings on the same block. Determination of an appropriate streetwall height for the new building is a question of judgment--"What height would be consistent with the general scale of the buildings on the block face that are likely to remain?" This question would be resolved on a case-by-case basis.

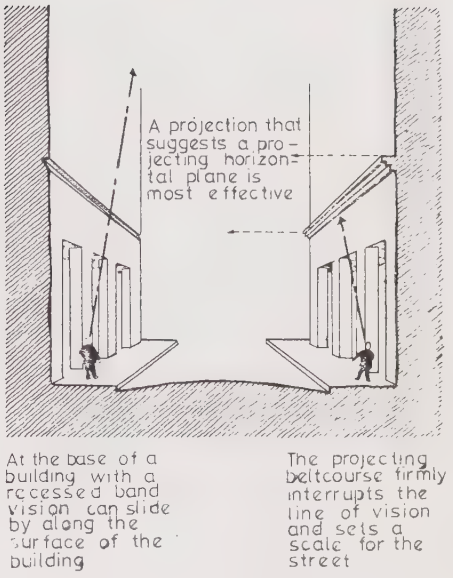

1.25:1
Not higher than 1.25 x the width of the street
Optimum upper location is where height equals width
1:1
5:1
Not less than one half the width of the street

In areas likely to be totally redeveloped with new tall buildings--where there will be no pre-existing streetwall to maintain--a setback would not be needed if a strong pedestrian scaled base were provided for the building. However, setbacks might still be needed for sunlight access or to create windbreak.

## POLICY

Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses on taller buildings.

The projecting cornice is a very distinctive San Francisco architectural feature. Most older buildings have them. Most tall older buildings also have horizontal architectural features that clearly define the building base at a level typically half to one times the width of the street. These projections, together with the generous use of decorative embellishments, contribute to the architectural sense and comfortable human scale of downtown San Francisco. Their contemporary use should be encouraged in new development. Alternative means of terminating the shorter building or defining the base of a taller one could be employed if effective in creating a sense of street scale. However, it is extremely difficult to do this unless one's eye is interrupted by a projection as it moves up the facade from the base. Change of color, colored bands, and grooves are generally ineffectual and rely on the projections on adjacent buildings for what effect they do have.


A projection that suggests a projecting horizontal plane is most effective
At the base of a building with a recessed band vision can slide by along the surface of the building
The projecting beltcourse firmly interrupts the line of vision and sets a scale for the street

## POLICY

Use designs and materials and include activities at the ground floor to create pedestrian interest.

### Retail Uses

Shops and restaurants contribute liveliness and visual interest to street frontages, lobbies and plazas of office buildings. Ground floor space fronting on streets, pedestrianways, plazas, and courtyards should be devoted to retail and service uses that are of interest to pedestrians and that meet the needs of workers and visitors to nearby buildings.

### Glass

The use of clear untinted glass on the first two or three floors of buildings permits pedestrians to glimpse the activity within, contributing to the overall sense of liveliness of the street. Dark tinted windows create a blank impersonal street front with no sense of life or activity, and should be discouraged.

### Detailed Bases

Incorporating of visually interesting details and/or decoration into the design of the base avoids an excessively dull frontage.

Decorative features, including the detailing found on many older and some contemporary designs, assure needed visual interest for the pedestrian. They should be used whenever practical.

### Textured Blank Walls

When blank walls are unavoidable, they should be made less oppressive through the use of interesting patterns and scale-giving features.

## IMPLEMENTING ACTIONS

- Apply the streetscape policies in the design review of individual projects.

## POLICY

Encourage the incorporation of publicly visible art works in new private development and in various public spaces downtown.

The quality of life is enriched by art and artistic expression in many varied forms. The worker or visitor to downtown spends many hours in an environment of office buildings and commercial enterprises. Art in this environment can offer a counterpoint, attract the eye, stimulate the imagination, arouse emotions or just cause a momentary interest or amusement.

In the past, many prominent buildings included sculptured relief, ornate custom grillwork, mosaics, murals, carvings, as well as statuary and other forms of artistic embellishment. Buildings were less separable from art and artistic expression.

To restablish this tradition of enhancing the environment for all to enjoy, artwork should be incorporated in new buildings and public spaces in downtown. Art work is required for all new public buildings of the City and County. The Redevelopment Agency has successfully used a requirement for art work in its downtown redevelopment projects to obtain major fountains, sculpture, and other artworks which have made a substantial contribution to the quality of the downtown environment.

Sculpture, bas-relief, mosaics, murals, and decorative water features are the types of artwork that should be provided.

## IMPLEMENTING ACTIONS

- Require investment in artwork as part of major new development projects.

One percent of total construction cost of a new development project should be required to be invested in art works. This is the amount required by the Redevelopment Agency. In City buildings 2% of the cost is required to be invested in artworks.

## DESIGN REVIEW

Many of the issues covered in this Plan have been addressed by the Planning Commission over the past several years under its discretionary review authority. It is proposed that a more formal design review process be established.

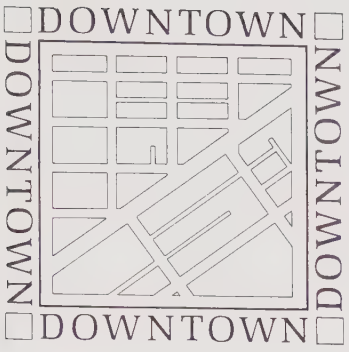
The following aspects of new construction and substantial alteration of structures in the C-3 districts would be subject to the review and approval of the Department of City Planning:

- building siting, orientation, massing and facade treatment, including proportion, color scale, materials, cornice, parapet and fenestration treatments and design of building tops.
- aspects of the form of the building affecting views and view corridors, sunlight exposure, wind velocity, and maintenance of streetwalls.
- aspects of the building affecting traffic circulation and transit loading points.
- aspects of the development related to street level pedestrian activity including placement of entrances, location of retail uses, pedestrians circulation, and location and design of open space features.
- aspects of the development affecting public spaces, such as location and type of street trees and landscaping, sidewalk paving material, design and location of street furniture.
- alteration of significant buildings to assure preservation of the significant features of the building.
- new construction and alteration of contributing buildings in conservation districts to assure maintenance of the character of the district.
- housing unit size and mix and private open space in housing projects.

Decisions of the Director of Planning could be appealed to the Planning Commission by the project sponsor, an affected property owner, or a concerned citizen. The Commission could decline the appeal or decide the appeal on the basis of written submissions or oral presentations, or both, at its discretion. Decisions would be guided by the objectives and policies of the Downtown Plan and other components of the Master Plan.

MARKET STREET C 1940

San Francisco Archives




# MOVING ABOUT

TO AND FROM DOWNTOWN . . . WITHIN DOWNTOWN . . . BUSES, STREETCARS, AUTOS, PEDESTRIANS . . . TRUCKS, TAXIS, FERRIES, TROLLEYS, CABLE CARS . . . SUBWAYS, TRAINS, CAR AND VANPOOLS . . . BICYCLES, TOUR BUSES, MOTORCYCLES, JITNEYS . . . DELIVERY, PARKING, LOADING, CONSTRUCTION, REPAIR . . . CONGESTION . . . MOVING ABOUT.

## BACKGROUND

Even in the days when San Francisco was a port and fishing village, access to downtown was critical in generating and accommodating growth in the city. Located at the upper end of a 40-mile peninsula, the city grew almost exclusively on the support of a waterborne transportation system.

Ferries provided the links to Marin, and the East Bay, and up the Delta to early rail connections inland. In time, this regional ferry network became quite extensive and moved 37 million persons a year into and out of downtown. The ferry boats were met by electric railroad transit systems, including a third-rail electric commuter railway from Sausalito north to San Rafael. A similar overhead-wire electric interurban system in the East Bay connected directly to Emeryville, Berkeley, Oakland, Alameda, and places as far as Chico. These systems were supported by miles of electric streetcar and cable car systems. The focus of all these networks at one point--downtown San Francisco--made it the most accessible by land and water in the Bay Area.

Thus established, downtown San Francisco continued to grow. To make growth possible, the transportation systems were altered and expanded over successive decades. The Bay Bridge was opened in 1936, and the Golden Gate Bridge a year later. These two connections provided direct access for trains and automobiles and spelled the decline and virtual elimination of ferry boats.

During World War II, the transportation system was taxed to its maximum capacity. Very little additional expansion of the basic networks occurred. Following the war, several dramatic changes took place. The San Francisco Municipal Railway (MUNI) absorbed the Market Street Railway, its larger, privately owned competitor, as well as most of the independent cable car operators. Fifteen years of deferred maintenance had taken its toll on streetcar and cable car lines. These were replaced by trolley buses and motor buses. Freeways were planned and construction begun. Interurban rail tracks were removed in 1958 from the lower deck of the Bay Bridge to increase its automobile

capacity. The State enacted a law for toll bridge payment of an underwater rail subway tube if any regional transit system was ever constructed. Early proposals for subways under Market Street date back to the 1920s, but it wasn't until 1962 that the three-county Bay Area Rapid Transit District (BART) was approved by the voters.

By the time BART's transbay revenue trains once again provided direct passenger rail links to the East Bay in 1972, the city had already experienced the "freeway revolt." The freeway system had been stopped. The second bridge across the Bay was voted down. The Embarcadero Freeway had been recommended for removal. The completion of I-280 to the Bay Bridge had been deleted from the Interstate Highway System. The planned system of grade-separated roadways had been only partially constructed.

The City Planning Commission and Board of Supervisors adopted a "transit first" transportation policy in 1973. The fragile environment of San Francisco was too important to be dismantled and disrupted by the scale of infrastructure required to support an "automobile first" policy. The city's Master Plan called for accommodating future growth downtown with public transit.

In the ten years since adoption, the "transit first" policy, has worked well. Millions of square feet of office space, hotels, and retail have been constructed, and thousands of additional persons work downtown. There has been no significant increase in automobile infrastructure. The downtown streets, have been strained, but remain serviceable because of the success of the transit first policy.

The city's policy has worked because the years since 1972 have included opening BART, creation of the Golden Gate Transit ferry and bus system to North Bay counties, creation of SamTrans to acquire and expand former Greyhound service to San Mateo County, opening of MUNI Metro as a light-rail urban subway system serving one-quarter of the city's neighborhoods, and federally assisted expansion of bus service throughout the region. Recently, the responsibility for operating the Southern Pacific (SP) commuter service was assumed by Caltrans. Plans are under way to expand and possibly extend this service closer to downtown. Taken together, the last ten years have brought a significant addition to transit access to downtown San Francisco.

**Implications of Further Job Growth**

Downtown San Francisco can be reached:

-- from the East Bay, by auto and AC Transit by way of the Bay Bridge, or by BART;

-- from the North Bay, by auto and Golden Gate Transit bus by way of the Golden Gate Bridge, or by ferry;

-- from the Peninsula (South Bay), by auto or SamTrans bus by way of U.S. 101 or I-280, or by SP Commuter trains; and

-- from various San Francisco neighborhoods, by auto and MUNI by way of various city streets, or by BART.

Table 14 shows existing vehicular traffic volume and freeway/roadway capacity of these four corridors during the period of greatest use. The Bay Bridge and U. S. 101 are already at capacity in the peak two-hour period, and Golden Gate Bridge and I-280 soon will be.

Most automobile commuters park in the C-3 district and South of Market areas, while a small percentage park in the neighborhoods. The C-3 districts have a supply of 38,800 off-street parking spaces for both short- and long-term parking. The peak daily occupancy rate is about 90%. The South of Market area has a total supply of 9,000 spaces, most of which is used for commuter parking. The peak daily occupancy rate is about 75%.

REGIONAL COMMUTE BUS Amit Ghosh

TABLE 14

EXISTING VEHICULAR TRAFFIC VOLUME

| Facility | Peak Period | Current[1] Volume | Capacity | Surplus/ Deficit Capacity | Percent Capacity Used |
|---|---|---|---|---|---|
| Bay Bridge | AM 2 hrs | 18,000 | 18,000 | -0- | 100% |
| Golden Gate Bridge | AM 2 hrs | 12,900 | 14,400 | 1,500 | 90% |
| U.S. 101 | AM 2 hrs | 15,200 | 15,200 | -0- | 100% |
| I-280 | AM 2 hrs | 10,500 | 11,400 | 900 | 92% |
| S.F. streets[2] | PM 2 hrs | 71,000 | 96,500 | 25,500 | 74% |

1. Total volume includes through traffic as well as vehicles destined for downtown.

2. At cordon line at Van Ness Avenue, Central Skyway, and Townsend Street

The amount of traffic generated by the autos using this parking causes considerable congestion on city streets. Figure 14 shows the queues and levels of service at various intersections in the afternoon peak hours (between 4 and 6 p.m.). The levels of service shown in the figure are:

Level D: Substantial delays and queues of vehicles observed at approaches during short times within the peak period. Queues periodically cleared.

Level E: Maximum capacity. Long queues of vehicles waiting up-stream of the intersection and vehicles may be delayed up to several signal cycles. Traffic operation poor.

Level F: A jammed condition. Backups downstream or on side streets restrict or prevent movement of vehicles out of the approach.

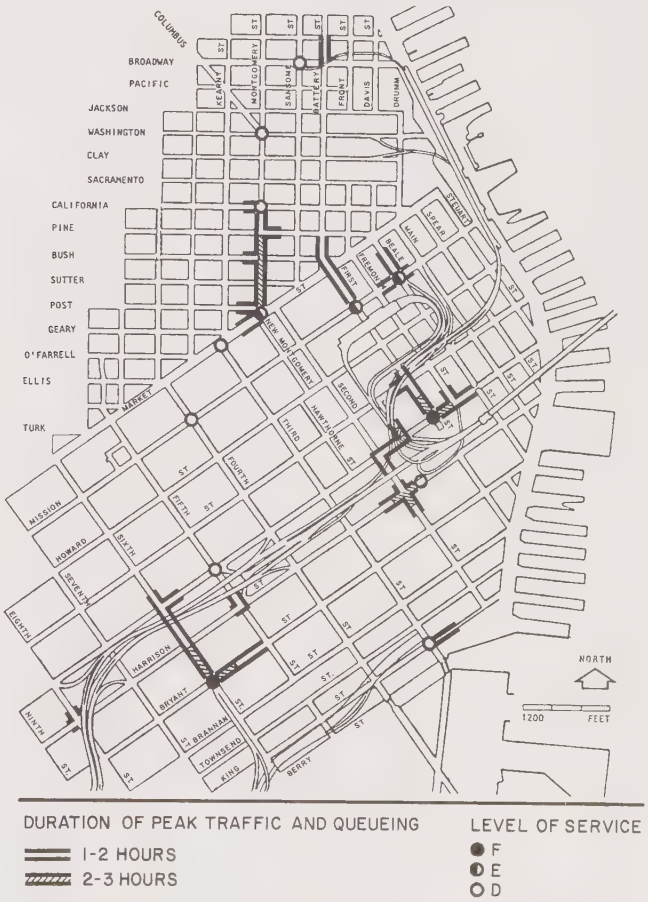



FIGURE 14 - EXISTING CONDITIONS, SURFACE STREET PERFORMANCE, 1982, PM PEAK

## MOVING ABOUT

The figures on Table 15 illustrate the capacity and current ridership of various transit carriers during the period of peak use. They show that BART is the only transit carrier that has demand exceeding a desirable level of service in the peak period. Overall, MUNI has excess capacity, but that is not so on all its lines. Several lines, such as the 38-Geary and N-Judah, are beyond capacity during MUNI's one-hour peak period.

All transit carriers prepare five-year service expansion plans. By 1987, MUNI plans to increase its capacity by about 7% and BART plans to increase its capacity by about 50%.

Downtown employment may grow by as much as 100,000 jobs by the year 2000. The projected increase in the number of workers residing in each corridor is shown on Figure 15.

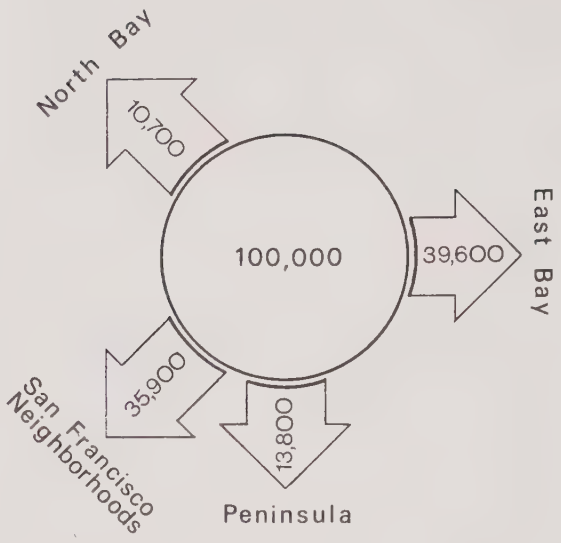



FIGURE 15 - PROJECTED INCREASE IN THE NUMBER OF WORKERS BY CORRIDOR

TABLE 15

EXISTING TRANSIT SYSTEM CAPACITY AND RIDERSHIP

| Transit Carrier | Peak Period[1] | Current Ridership | Seats | Total Capacity[2] | Surplus/ Deficit Capacity | Percent Capacity[3] Used |
|---|---|---|---|---|---|---|
| MUNI | PM 1 hr | 28,300[4] | 20,500 | 32,800 | 4,500 | 86% |
| SP Caltrain | AM 2 hrs | 5,500 | 6,600 | 6,600 | 1,100 | 83% |
| SamTrans | AM 2 hrs | 2,800 | 2,900 | 3,300 | 500 | 85% |
| BART-Daly City | PM 2.5 hrs | 11,700 | 16,500 | 20,300 | 8,600 | 58% |
| BART-East Bay | PM 2.5 hrs | 24,700 | 18,600 | 22,900 | -1,800 | 108% |
| AC Transit | AM 3 hrs | 14,700 | 15,400 | 19,200 | 4,500 | 77% |
| GGT Bus | AM 2 hrs | 6,700 | 9,400 | 9,400 | 2,700 | 71% |
| GGT Ferry | AM 2 hrs | 800 | - | 2,600 | 1,800 | 31% |
| Red/White Ferry | AM 2 hrs | 400 | - | 1,400 | 1,000 | 29% |

1. The duration of the peak period for which each carrier plans its service improvements is determined by the individual carrier.

2. Total capacity is the sum of the total number of seats and allowable standees. The number of standees that is considered acceptable on each bus or train is determined by the individual transit carrier.

3. Use is not uniform during the peak period. The fact that there is reserve capacity in the total system serving the C-3 districts during the peak period does not mean that there is excess capacity during the "peak of the peak" or that there is excess capacity on each line.

4. Muni ridership does not include trips within the C-3.

The situation shown on Tables 16 and 17 would exist if, (i) future downtown trips (work and non-work related trips) during the peak period, follow today's commuter patterns (i.e., they used the same transportation mode and the number of riders per vehicle remain constant), and (ii) all transit carriers added the capacity planned in their current five-year plans.

Most transit carriers would be able to accommodate the projected demand with their 1987 planned capacity. However, auto travel would greatly exceed freeway-bridge capacity. To accommodate the additional vehicles, freeway-bridge capacity would have to be expanded about 20%. This is the equivalent of an additional seven lanes into and seven lanes out of the city--four to and from the East Bay, two to and from the Peninsula and one to and from the North Bay.

TABLE 16

PROJECTED VEHICULAR TRAFFIC VOLUME

| Facility | Peak Period | Year 2000 Volume[1] | Capacity[2] | Surplus/ Deficit Capacity | Percent Capacity Used |
|---|---|---|---|---|---|
| Bay Bridge | AM 2 hrs | 25,100 | 18,000 | -7,100 | 140% |
| Golden Gate Bridge | AM 2 hrs | 15,700 | 14,400 | -1,280 | 109% |
| U.S. 101/I-280 | AM 2 hrs | 30,200 | 26,600 | -3,610 | 114% |
| S.F. streets at (at cordon line) | PM 2 hrs | 78,800 | 96,500 | 17,760 | 82% |

1. Based on existing modal split.

2. Assumes no increase in existing capacity.

TABLE 17

PROJECTED TRANSIT SYSTEM CAPACITY AND RIDERSHIP

| Transit Carrier | Peak Period | Year 2000 Ridership | Total Capacity Projected[1] | Surplus/ Deficit Capacity | Percent Capacity Used |
|---|---|---|---|---|---|
| MUNI | PM 1 hr | 36,000 | 35,000 | -1,000 | 103% |
| SP Caltrain | AM 2 hrs | 6,700 | 8,200 | 1,500 | 82% |
| SamTrans | AM 2 hrs | 3,400 | 6,100 | 2,700 | 56% |
| BART-Daly City | PM 2 hrs | 13,700 | 30,300 | 16,600 | 45% |
| BART-East Bay | PM 2 hrs | 34,200 | 33,800 | -400 | 101% |
| AC Transit | AM 3 hrs | 22,100 | 19,200 | -2,900 | 115% |
| GGT Bus | AM 2 hrs | 8,700 | 11,800 | 3,100 | 74% |
| GGT & Red/White Ferries | AM 2 hrs | 1,200 | 4,600 | 3,400 | 26% |

1. Based on each carrier's Five-Year Plan.

# MOVING ABOUT

Within San Francisco, street capacity at the cordon line on the periphery of downtown would not constrain the projected travel demand. Total street capacity, however, is significantly reduced near the downtown core and there travel would be very constrained.

Up to 22,000 parking spaces would be required to handle the increased number of vehicles, assuming the freeways and bridges could carry them. Substantial additions to the parking supply would significantly increase congestion downtown. An addition of just 5,000 parking spaces would result in gridlock at several key downtown intersections in the afternoon peak commute period on a daily baisis. (Gridlock is a condition where vehicles fail to clear intersections and traffic essentially stops in all directions.) Queues on downtown streets would last as long as three hours, especially in the Financial District, such as on Montgomery Street, and on major streets leading to freeway on-ramps (see Figure 16).

The impacts are clear. Conditions would deteriorate significantly if employment growth results in many more cars downtown. For this reason, the Downtown Plan does not recommend expanding the capacity of streets and bridges to accommodate an increase in the number of cars entering the general downtown area during the peak period. Nor does it advocate expanding the capacity of existing streets, bridges and transit facilities by extending the peak period. This is already happening and it could be encouraged by promoting staggered work hours. However, extending the peak would require an expansion of the parking supply and will increase street congestion and further restrict regional mobility. The Plan, therefore, contemplates another strategy with two principal efforts.

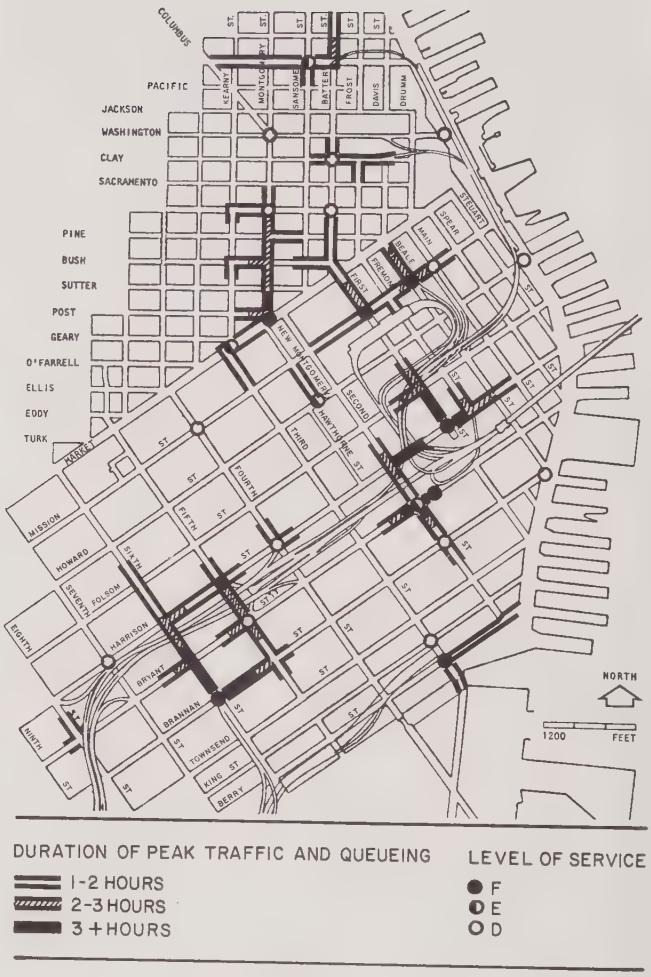



FIGURE 16 - SURFACE STREET PERFORMANCE WITH 5000 ADDITIONAL PARKING SPACES

Effort 1: Increasing the number of commuters per vehicle

Ridesharing should be expanded. The increase in average auto occupancy rates shown in Table 18 might be achievable through increased use of carpools and vanpools and these increases should be established as a planning goal.

The extent to which increases in ridesharing can be achieved is primarily dependent upon the incentives provided to carpoolers/vanpoolers. Feasible increases vary from corridor to corridor because of the differences in ridesharing incentives that can be provided.

The coordination of ridesharing activities, (such as is being performed by RIDES for Bay Area Commuters) and low cost, reserved parking spaces for vanpools (as is being provided in various Caltrans lots underneath the freeways) are available to commuters from all corridors. Other incentives are quite different from corridor to corridor. The East Bay corridor has three toll free high occupancy vehicles (HOV) lanes at the approach to and the metering area beyond the Bridge toll plaza. Returning commuters have an exclusive HOV lane and on ramp to the Bay Bridge via Bryant and Sterling Streets. The North Bay corridor has a HOV lane on U.S.101 from Greenbrae to Richardson Bay Bridge and has free tolls to HOVs but no exclusive by-pass lanes. As commute times are extended because of congestion these ridesharing incentives will become stronger.

There are no incentives currently provided to San Francisco and Peninsula commuters on freeways and surface streets. In the short term it is expected that the difficulty and expense of parking will be the primary incentive for ridesharing by San Francisco and Peninsula commuters.

If these increases can be achieved it would mean an additional 12,000 people could travel by automobile from the three regional corridors without increasing the number of automobiles.

Effort 2: Increasing the number and percentage of commuters using transit

By increasing the percentage of downtown commuters using transit to 62% as shown in Table 19 (and assuming the ridesharing goals can be met) the projected additional workers can be accommodated without increasing the total number of commuter vehicles. This percentage increase should be established as a planning goal.

To accommodate this increase in transit use by downtown employees projected to be living in the East Bay as well as non-work related trips occuring at the same time, service would need to be expanded approximately 12% beyond the expansion already planned in the five-year plans of East Bay carriers. It would also be necessary to increase the capacity of MUNI approximately 8% beyond the service expansion already called for in MUNI's current five-year plan to accommodate the increased transit use by downtown employees projected to be living in San Francisco.

These two goals--increasing the percentage of workers commuting downtown by transit in the two-hour peak from 55% to 62% and increasing the occupancy rate for persons commuting by auto from 1.4 persons per vehicle to 1.6 persons per vehicle--are formidable goals. But they must be achieved if the projected rate of employment growth is to be manageable.

TABLE 18

RIDESHARING
(COMMUTER OCCUPANCY RATE PER VEHICLE)

| Corridor | Existing | Year 2000 Goal | Percentage Increase |
|---|---|---|---|
| East Bay | 1.68 | 2.0 | 20.0 |
| North Bay | 1.44 | 1.6 | 15.0 |
| Peninsula | 1.25 | 1.4 | 10.0 |
| San Francisco | 1.35 | 1.5 | 10.0 |
| All Corridors | 1.4 | 1.6 | 13.5 |

TABLE 19

CHANGE IN USE OF AUTO AND TRANSIT FOR COMMUTE TRIPS

| | AUTOMOBILE | | TRANSIT | |
|---|---|---|---|---|
| Year | Persons | Percent | Persons | Percent |
| 1984 | 89,000 | 45% | 108,000 | 55% |
| 2000 | 101,000 | 38% | 166,000 | 62% |

# MOVING ABOUT

## THE PLAN

This Plan's objectives and policies are divided into two categories:

- Moving To and From Downtown
- Moving Around Downtown.

Specific strategies, programs, and projects are presented as implementing actions to realize the objectives and policies. Most of these objectives and policies are in the existing Transportation Element of the Master Plan.

## MOVING TO AND FROM DOWNTOWN

### OBJECTIVE

DEVELOP TRANSIT AS THE PRIMARY METHOD OF TRAVEL TO AND FROM DOWNTOWN.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means--convenient and of greater efficiency--is required. Good, direct transit service is available from almost all parts of the city to downtown. Transit is the dominant means of travel during the rush hours. Nevertheless, travel is often slow, and vehicles are crowded during the rush hours.

Crowding can never be eliminated completely. However, it is important for continued patronage and rider comfort that trunklines serving outlying districts provide seats for all passengers and that short-term, standing riders be allotted adequate space. Travel to downtown should be possible in less than 30 minutes from all parts of the city. It can be achieved with express buses, exclusive bus lanes, and construction of rapid transit lines.

The use of transit for travel from the suburbs to downtown can only become the primary travel mode over the long run with the extension of a good regional transit system connecting downtown to other parts of the Bay Area.

## RAPID TRANSIT LINES

### POLICY

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

The city and much of the region should continue its commitment to a transit first policy with respect to intercity commuter travel. Rapid rail transit probably offers the most competitive service in relation to automobile travel. It also offers the highest possible capacities in transit service. The use of BART or any other line-haul rail system is dependent to a great extent on access to and from stations in outlying residential areas and employment centers. Well-planned suburban feeder systems should be provided.

### IMPLEMENTING ACTIONS

- Extend BART to San Francisco Airport.

The capacity of BART service from downtown to Daly City is equal to that from downtown to the East Bay. To efficiently use this capacity, accessibility to Northern San Mateo communities would be increased by extending BART nine miles to San Francisco's Airport, with several intervening stations. Both park-n-ride lots and feeder service by SamTrans to these new stations would shift a greater share of Peninsula commuters to transit, although people bound to and from the airport would be the primary users of the new extension.

- Construct the MUNI Metro turnaround at the Embarcadero.

Capacity of the MUNI Metro is constrained by the rate at which trains can be reversed at the Embarcadero Station's two stub-end tracks. Providing an underground loop would greatly enhance the capacity and dependability of the Metro, and would make effective use of cars added to this important downtown service.

- Construct the MUNI Metro extension to the vicinity of Fourth and Townsend.

To further use the potential capacity of the MUNI Metro under Market Street, tracks would be extended beyond the Embarcadero Station, brought to the surface and then extended to the

vicinity of Fourth and Townsend--the station for SP/Caltrain commute service. This line, over time, would be further extended to the Showplace Square and Potrero Hill area. These improvements would bring about several operational advantages, including service to commute trains, to a number of points downtown and to newly developing areas south of the central core.

- Examine alternatives for MUNI Metro service to Geary/Third Street.

The city's Master Plan proposes extending the MUNI Metro system to Geary and Third Streets corridors. Combining subway service in the congested core of the city with surface operation in the neighborhoods has been proven effective by MUNI Metro service to the southwest quadrant of the city. Past consideration of such a proposal raised concerns that Metro operation on Geary Street would cause more intense, perhaps even highrise development in the Richmond district and other neighborhoods. Such concerns are not supported by experience elsewhere. Furthermore, the residential rezoning adopted in 1978 assures protection of the essentially low-intensity neighborhood character of these areas.

The surface transit lines now serving the Geary corridor are among the highest in ridership and frequency of service. With increased traffic congestion, transit speed and reliability decreases. A grade-separated MUNI Metro could be provided through the city's congested core and operated on the surface, preferably within its own right-of-way, from the Richmond area through downtown and along the Third Street corridor to the Hunter's Point-Visitacion Valley area.

A major capital project requires a long lead time to plan, finance, and construct. Analyses of the potential for MUNI Metro service along Geary and Third Streets should be started.

- Initiate studies on the potential for light rail (Metro) rapid transit to Marin County.

Marin County, with the city's cooperation, has begun a study of the Highway 101 Corridor to explore ways of improving transportation from that county to San Francisco in the least environmentally disruptive way. The Master Plan for San Francisco proposes a rail transit connection to Marin. Heavy rail rapid transit, such as BART, is not an option because of structural constraints on the Golden Gate

MUNI METRO SUBWAY

William Owyang/SFPUC

Bridge. Extending BART to Marin is also unlikely because of very high engineering standards and construction costs for a wholly grade-separated system. Light rail transit at the level of MUNI Metro could be appropriate and quite compatible with a future light rail line in the Geary corridor. A lower deck on the Golden Gate Bridge might be constructed for light rail only and the rail extended through Marin County by a combination of short tunnels and unused railroad rights-of-way, with some on-street operation. The feasibility of such a project needs careful consideration, given terrain conditions in Marin, local concerns and potential financing obstacles. Analysis of the potential for light rail (Metro) rapid transit service to Marin County should be started, however, as soon as practicable.

- Evaluate possible extension of Southern Pacific/Caltrain rail service.

Extension of SP/Caltrain's commute trains to a terminal closer to the core of the downtown is under consideration, and information on costs, impacts on surrounding land uses, and potential ridership gains should be available in the near future. Consideration should also be given to electrifing the potential extension and converting it to a component of the MUNI Metro system at some future date.

## NON-RAIL TRANSIT

### POLICY

Expand existing non-rail transit service to downtown.

Given the capacity of roads and bridges leading to and from downtown, which are not likely to be expanded significantly, the projected growth in downtown employment can only be accommodated by expanding the peak commute period and expanding the use of carpooling and/or expanding transit service to and from downtown. Until rail transit is available, non-rail transit service, particularly from the East Bay and from within San Francisco, should be increased. Various carriers serving downtown should develop long-range service expansion plans to accommodate the projected demand generated by downtown San Francisco growth.

### IMPLEMENTING ACTIONS

- Carry out plans for expanding transit service.

Each carrier serving downtown San Francisco prepares a five-year plan, which is updated every year. The plans indicate the extent of service expansion needed to meet anticipated service demands.

## TRANSIT LANES

### POLICY

Establish exclusive transit lanes on bridges, freeways and city streets where significant transit service exists.

Transit lines should provide more efficient service by operating on their own rights-of-way. These should be instituted on bridges, freeways and thoroughfares leading into the city, such as on the Waldo Grade and Golden Gate Bridge, and interconnect, where feasible, with a system of exclusive bus lanes or other transit-priority street segments in the city.

## TRANSIT TRANSFERS

### POLICY

Coordinate regional and local transportation systems and provide for interline transit transfers.

To increase the usefulness and convenience of transit systems, transit users should be able to transfer freely from one system to another. The points of interchange should be clearly identified. The creation of new fare recording mechanisms based on a magnetically encoded card, such as the "Fast Pass" or BART ticket, would expand interline travel.

Free, or low cost transfer should be available between MUNI and each of the suburban transit operators. Suburban residents often require MUNI service to extend their trips within San Francisco.

### IMPLEMENTING ACTIONS

- Implement discount MUNI transfer with all suburban corridor lines.

AC Transit and SP/Caltrain pass holders can pay a nominal fee for a joint transit pass with MUNI. BART and Golden Gate ferry riders can purchase MUNI tickets to and from terminals at 50% discount. Similar transfer arrangements should also be made with SamTrans and Golden Gate under this plan. All transfers should be available for transit pass holders as well as single riders.

## TRANSIT TERMINALS

Terminals are points of entry to downtown. They also act as points of transfer between operators, especially between MUNI and regional and national carriers. Current terminals include the Ferry Building at the foot of Market Street, Transbay Terminal at First and Mission (AC Transit, Amtrak, Trailways), the Airport Bus Terminal at Ellis and Taylor, Greyhound at Seventh and Mission, and SP/Caltrain at Fourth and Townsend. Five MUNI Metro and four BART stations are terminals, as are the ends of the cable car lines. Golden Gate Transit and SamTrans buses board passengers at curbside on-street stops, often shared with MUNI.

### POLICY

Provide for commuter bus loading, if possible, at off-street terminals. Where this is not possible, provide special curbside loading areas at non-congested locations.

It is desirable that intercity commuter buses and rail transit ultimately be accommodated at specific terminals, as is the case with the Southern Pacific commuter trains and BART stations. Off-street terminals are required to provide ade- quate back-up space for passenger waiting, ticketing and loading. Such terminals also reduce the amount of pedestrian and vehicular congestion on the streets. Until adequate terminals can be provided, commuter buses should load and unload at designated and easily identifiable curbside locations. They should be chosen to minimize conflict with non-transit pedestrians and to avoid traffic congestion.

### POLICY

Make convenient transfers possible by establishing common or closely located terminals for local and regional transit systems.

One or two new terminals should be developed, or an existing one upgraded, to accommodate buses and rail services provided by various regional and local lines. The terminals should be in close proximity to, or fully integrated with, BART stations and MUNI terminals to make transfers between lines possible by a short walk. Priority should be given to a location or locations where existing and future intensities of development are highest.

### IMPLEMENTING ACTIONS

- Improve and expand the Transbay Terminal.

The Transbay Terminal should be enlarged and improved as the principal interline transit terminal in downtown San Francisco. Regional and interregional carriers should be encouraged to use the expanded terminal.

- Moderate curbside on-street boarding of Golden Gate and SamTrans Service.

The Golden Gate and SamTrans service in downtown should be designed to minimize curbside on-street boarding. When additional peak hour regional bus service is proposed for

operation on downtown streets, it should be carefully evaluated and alternatives selected that reduce the concentration of buses on a street or location.

## FERRIES

### POLICY

Continue ferries and other forms of water-based transportation as an alternative method of travel between San Francisco and the north bay.

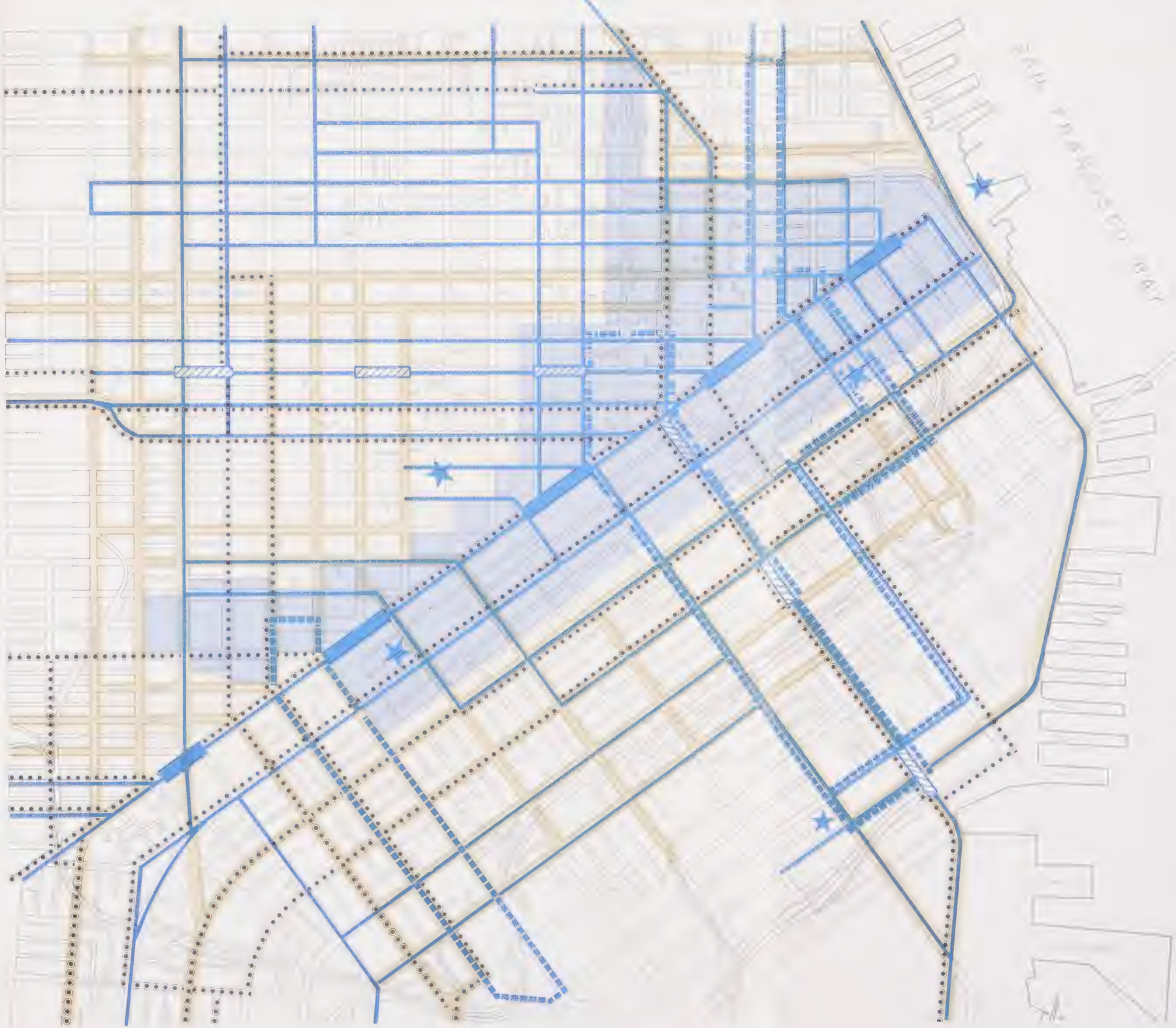
For communities in Marin County, ferry or high-speed water craft offers an alternative means of travel to downtown. It offers an efficient and pleasant way to commute and should be continued. As ridership and location warrant, water-based transportation should be developed to other locations in the Bay Area.

### IMPLEMENTING ACTIONS

- Initiate feasibility studies for additional public or private ferry service.

As the number of employees in downtown increases, the potential for providing additional commute ferry service to a variety of points increases. The cities of Alameda, Berkeley, Richmond, Foster City, and San Leandro are possible destinations for limited, peak-hour ferry service.

FERRY TERMINAL, CIRCA 1940 San Francisco Archives, SF Library



DOWNTOWN DOWNTOWN DOWNTOWN DOWNTOWN

Moving About

Map 16

Transit Preferential Street

Primary Vehicular Street

Proposed Commuter Bike Street

Bart/Muni Station (Existing)

Muni Station (Proposed)

Metropolitan Transit Terminal

Downtown Core-Auto Control Area

Parking Belt

Shuttle Transit

N

# TRANSPORTATION PLAN

## FIGURE 19

## PROPOSED STREET IMPROVEMENTS FOR THE DOWNTOWN AREA

| Name of Right-of-Way | Cross Streets | Classification | Proposed Treatments (Site Specific) |
|---|---|---|---|
| Belden | Pine to Bush* | Part-time pedestrian | Convert to lunchtime mall. Pave roadway with special pavement. Install street furniture. Screen dumpsters. |
| Campton | Stockton to Grant* | Pedestrian/service | Use banners extensively for color and liveliness. |
| Commercial | Battery to Montgomery* | Part-time pedestrian | Convert to lunchtime mall. Pave roadway with special pavement at intersections. Stripe roadway decoratively. Plant trees. |
| | Montgomery to Kearny* | Pedestrian/service | Widen sidewalk. Plant trees. Provide sitting area. |
| Ecker | Mission to Market* | Pedestrian walkway | Convert to exclusive pedestrian walkway. Pave alley with brick, filling in roadway. Pave over Stevenson Street. Plant trees in ground. Provide theme lighting, banners, and benches. |
| Ellis | Market to Powell* | -- | Replace segments of sidewalk pavement. Transplant trees from containers in ground or plant new trees in ground (suggested species--Ficus nitida). |
| Front | California to Sacramento* | Part-time pedestrian | Convert to lunchtime mall. Widen sidewalk. Pave sidewalk. Plant trees. Provide bollards. |
| | Sacramento to Clay* | -- | Bulb and paint midblock crosswalk. Raise roadway level to sidewalk grade. |
| Geary | Market to Grant* | -- | Replace segments of sidewalk pavement. Replant existing trees from container in ground or plant new trees in ground. Plant trees in rows. |
| | Grant to Powell* | Pedestrian-oriented | Widen south sidewalk between Stockton and Powell with provision of one or more vehicle loading bays. Replace portions of sidewalk pavement. Plant trees in ground. Introduce flowering plants in containers on south sidewalk along Union Square. Fill in historic streetlights along north sidewalk from Stockton to Mason. Add benches along south sidewalk along Union Square. |
| | at Stockton | -- | Bulb corners, northeast on Geary and southwest on Stockton. |
| Grant | Market to Bush* | Pedestrian-oriented | Plant trees in clusters at intersections and midblock. Add benches. |
| | Post to Geary | Pedestrian-oriented | Install special pavement where Maiden Lane intersects with Grant. |
| Jessie | Second to First | Pedestrian/service | Encourage arcades on the north side of the alley. |
| | Fourth to Fifth | Pedestrian/service | Use banners extensively for color and liveliness. Remove bollards. Remove or screen dumpsters. |
| Kearny | Market to Pine* | Pedestrian-oriented | Install paving and street lights. Plant trees. Encourage the use of awnings. |
| | At Sutter* | -- | Widen crosswalk. |
| Leidesdorff | Pine to California* | Pedestrian/service | Pave alleyway raising roadway to sidewalk level. Plant trees. Provide benches, trash cans, and street lighting. |
| | California to Sacramento* | Pedestrian/service | Widen sidewalk. Add decorative striping on roadway. Plant trees. Install lights. |
| | Sacramento to Clay* | Pedestrian/service | Convert to lunchtime mall. Widen and pave sidewalk. Add decorative striping on roadway. Plant trees. |
| Maiden Lane | Stockton to Kearny* | Part-time pedestrian | Plant locust trees alternately on north and south sidewalk. Introduce theme lights and banners. |
| Minna | Third to Second | Pedestrian/service | Encourage arcades on north side of alleyway. |
| | Second to First | Pedestrian/service | Encourage arcades on north side of alleyway. |
| Montgomery | Market to California* | Pedestrian-oriented | Close driving lane experimentally and possibly widen sidewalk. Plant trees in ground. |
| O'farrell | Market to Stockton* | -- | Replace segments of sidewalk pavement. Plant trees in ground (suggested species--Ficus nitida). |
| | Stockton to Powell* | Pedestrian-oriented | Plant trees in ground, one row on each sidewalk (suggested species--Ficus nitida). |
| Post | Market to Powell* | Pedestrian-oriented | Replace portions of sidewalk pavement. Transplant existing trees from containers in ground. Plant all new trees in ground. Plant seasonal flowers in containers on north sidewalk along Union Square. Fill in historic streetlights on south sidewalk along Union Square. Promote the use of awnings on north sidewalk from Kearny to Stockton. |
| Powell | Market to Ellis* | Pedestrian walkway | Plant Eucalyptus ficifolia in order to introduce a colorful "California" theme tree. Plant trees in ground, one formal row on each sidewalk. Fill in historic streetlights. |
| | Ellis to Sutter* | Pedestrian-oriented | Plant trees (suggested species--Eucalyptus ficifolia). Encourage the use of awnings. Plant seasonal flowers in containers on west sidewalk along Union Square. Fill in historic streetlights. |
| Sansome | Market to Bush | -- | Convert first block of Sansome Street to open space with a transit/emergency vehicle lane. |
| Second | Market to Stevenson | -- | Convert Second Street between Market and Stevenson to open space with a transit/emergency vehicle lane. |
| Shaw | Natoma to Mission | Pedestrian walkway | Convert to exclusive pedestrian walkway. |
| Stockton | Market to Sutter* | Pedestrian-oriented | Plant trees (suggested species--Ficus nitida) from Market to Geary and Post to Sutter on east sidewalk only. Plant trees in ground. Introduce seasonal flowers in containers along Union Square on east sidewalk. Fill in historic streetlights. |
| | At Sutter* | Pedestrian-oriented | Enlarge pedestrian island. |
| Sutter | Kearny to Stockton* | Pedestrian-oriented | Replace portions of sidewalk pavement. Transplant trees from containers in ground. Plant all new trees in ground, one row on each sidewalk. Fill in historic streetlights. |
| | At Sansome* | Pedestrian-oriented | Bulb south sidewalk to reduce Sutter Street crosswalk length. |
| Union Square | Along Stockton* | Pedestrian-oriented | Exchange location of sidewalk and Union Square garage queuing line. |
| | At all four corners* | Pedestrian-oriented | Install special pavement where right-turn lane intersects with pedestrian crosswalk. Raise roadway to sidewalk grade. |
| Midblock Walkway from Clara to Howard | Blocks bounded by Fourth and Fifth | Pedestrian walkway | Provide new exclusive pedestrian midblock connection. |
| Midblock Walkway from Folsom to Natoma | Blocks bounded by Second and First | Pedestrian walkway | Provide new exclusive pedestrian midblock connection along the foot of the elevated bus loop. |
| Midblock Walkway from Minna to Market | Blocks bounded by Sixth and Seventh | Pedestrian walkway | Provide new exclusive pedestrian midblock connection. |

* The improvements marked with an asterisk are described and illustrated in a report entitled: Street Improvements for the Downtown Area.

## OBJECTIVE

ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

Increasing automobile traffic means more environmental damage and greater inconvenience. A basic premise of the Transportation Element of the Master Plan is that a desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

## POLICY

Do not increase (and where possible reduce) the existing automobile capacity of the bridges, highways and freeways entering the city.

The established policy of limiting access into and through the city by automobiles should be maintained. This policy works in conjunction with policies calling for increasing transit for commuters to San Francisco. More vehicular access into the city conflicts with environmental objectives, overloads the city street system, and jeopardizes the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways, and freeways where these lanes are compatible with transit systems and where they will help provide better service.

## IMPLEMENTING ACTIONS

- Tear down the Embarcadero freeway.

The elevated portion between Howard and Broadway should be removed and replaced by on- and off-ramps connecting to the Embarcadero surface roadway near Howard and Folsom.

- Reconstruct the Embarcadero surface roadway.

A roadway between Washington and North Point Streets should be reconstructed with two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and separated access and loading areas at piers in maritime use. Similar improvements are being analyzed for the portion between Washington and King Streets.

- Reconstruct the stub-end of I-280.

The stub end of I-280 should be removed as far as 6th Street and replaced as surface streets connected to the reconstructed Embarcadero Roadway.

- Provide high-occupancy vehicle (HOV) lanes on freeways and their on-ramps.

Existing HOV lanes on approaches to the Golden Gate Bridge and the Bay Bridge toll plaza should be retained and improved. Preferential HOV on-ramps, similar to the existing Sterling Street on-ramp which is limited to carpools and vanpools, should be developed to provide an incentive for HOV's in the evening return commute. The addition of on-ramp connections to I-280 southbound should include preferential HOV lanes both on the ramps as well as on city streets leading to the ramps. This would make better use of the existing HOV lane on I-280. The removal of the Embarcadero Freeway may result in a new on-ramp in the vicinity of Howard and the Embarcadero. Consideration should be given to designing this ramp as exclusively or predominantly for use by HOV's during the evening commute period.

EMBARCADERO FREEWAY AT MARKET Rana Ahmadi

## COMMUTER PARKING

### POLICY

Discourage new long-term parking spaces in and around downtown.

The city should seek to limit new long-term commuter parking to the number of spaces which already exist. A basic premise of this Plan is that additions to the commuter load brought about by job growth should not be accommodated by additional automobiles.

Bringing more autos to downtown would only add to the congestion which already is approaching unacceptible levels in some parts of downtown. More autos would also add to air pollution. New long-term parking facilities should be limited to those needed to replace parking eliminated in the downtown core.

### POLICY

Locate any new long-term parking facilities in areas peripheral to downtown.

Any new parking facilities should:

-- be concentrated to make transit service efficient and convenient;

-- be connected to transit shuttle service to downtown;

-- provide preferred space for van and car pool vehicles; and

-- be structures rather than lots to conserve space and minimize displacement.

### POLICY

Discourage proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished.

### IMPLEMENTING ACTIONS

- Restrict new long-term parking facilities to the periphery of downtown.

Map 1 indicates the area of the downtown core and short-term parking belt where long-term facilities should not be located.

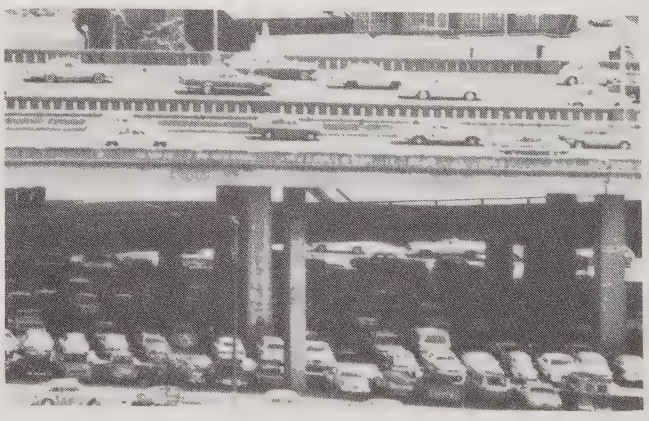
- Construct new long-term parking garages only as needed to replace the loss of long-term parking in the core.

Five locations have been identified as appropriate for development as parking facilities (see Table 20). Site 3 is on the edge of the short-term parking belt. Priority should be given to short-term use. This site could be used for long-term parking while the short-term parking demand is low. These spaces should replace, not add to the long-term parking supply, to prevent unacceptable congestion.

TABLE 20

POTENTIAL INCREASE IN PARKING SPACES

| Site | Cross Streets | Existing Capacity | Potential Increase | Combined Capacity |
|---|---|---|---|---|
| 1 | Howard-Folsom-Beale-Main | -0- | ± 750 | ± 750 |
| 2 | 4th-3rd-Harrison-Bryant | 537 | 3,063 | 3,600 |
| 3 | Beale-Main-Harrison-Bryant | 170 | 1,300 | 1,470 |
| 4 | Fremont-Beale-Harrison-Bryant | 355 | 1,135 | 1,490 |
| 5 | Broadway-Front | -0- | + 350 | + 350 |
| | | 1,062 | 6,598 | 7,660 |



PERIPHERAL PARKING Rana Ahmadi

## CARPOOLS/VANPOOLS

### POLICY

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile parking facilities.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people where they want to go. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares, and the need to reduce auto emissions.

Actions that make transit more convenient, economical and reliable should remain a high priority for San Francisco. Carpooling should be encouraged for those work trips which cannot be made conveniently by transit.

Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass," could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces should be reserved for those persons who carpool.

VANPOOL PARKING Amit Ghosh

### IMPLEMENTING ACTIONS

- Provide preferential parking spaces and rates for carpools and vanpools.

More Caltrans lots should be developed to provide preferential spaces and rates for vanpools.

- Require transportation brokers to be employed by each major new development or by groups of smaller projects in the downtown.

The function of transportation brokers would be to promote carpools and vanpools, manage preferential parking for carpools and vanpools, organize club bus routes, work to develop subsidized transit pass sales, sell transit passes and tickets, distribute schedules and information, and assist employers with programs to implement and manage flextime.

## BICYCLES

### OBJECTIVE

PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

The bicycle is becoming more acceptable as an alternative to the automobile for work and shopping purposes. As streets become more congested, some people are finding that they can move about the city more quickly, enjoyably and economically on bicycles.

### POLICY

Include facilities for bicycle users in governmental, commercial, and residential developments.

Provision should be made for bicycle parking in conjunction with automobile parking in existing and new parking lots and garages. Secure and conveniently located bicycle parking should also be provided in major new construction.

### POLICY

Accommodate bicycles on regional transit facilities and important regional transportation links.

There should be more opportunity for cyclists to commute to San Francisco with their bikes by using regional transit modes such as BART, the ferry system, the Caltrans Bay Bridge bicycle shuttle and trains. Certain commute buses should also provide carrying racks for bicycles.

### POLICY

Provide adequate and secure bicycle parking at transit terminals.

Providing adequate and secure bicycle parking facilities at transit terminals is another means of promoting bicycle use by commuters. Public and private parking garages should designate otherwise unused corners or other areas for joint bicycle and motorcycle parking, particularly near high-density employment centers.

## MOVING AROUND DOWNTOWN

Downtown streets provide access to and communication between all the adjacent activities. Street and sidewalk widths for a representative sample of downtown streets are shown in Table 21.

Fixed and limited space must accommodate utilities and the movement of pedestrians, goods delivery, transit, service and emergency vehicle access, taxis, and private automobiles. Careful space allocation and management of street use become increasingly essential as land uses intensify.

With very few alleys and generally narrow streets, numerous conflicts exist between moving vehicles and vehicles parked or stopped for loading. Pedestrian travel conflicts with moving vehicles and loading activities.

Balancing automobile use with other demands for street space by transit, emergency vehicles, delivery of goods and services, and space for pedestrians has long been recognized as essential to proper transportation planning for downtown. Congestion and parking shortages caused the following recommendation to be made in the 1948 Transportation Element of the Master Plan for San Francisco:

> With no possibility of augmenting the street space now available in this district because of high property values, it has been deemed advisable to use the downtown streets largely for transit service. . .All-day parkers who require the use of their vehicles during the day should park in parking lots or garages outside of the Central Business District.

TABLE 21

REPRESENTATIVE WIDTHS OF STREETS AND SIDEWALKS IN DOWNTOWN

| Sample Street | Street Width | Sidewalk Width | Total Right-of-Way Width |
|---|---|---|---|
| Market Street | 50 | 35 | 120 |
| Battery Street | 45.75 | 11.5 | 68.75 |
| Mission Street | 52.5 | 15 | 82.5 |
| Maiden Lane | 21 | 7 | 35 |
| Stockton Street | 39 | 15 | 69 |

### Demands for Limited Street Space

This Plan proposes that the use of the public rights of way should be allocated according to the following priorities:

| | |
|---|---|
| First Priority: | Pedestrians and emergency vehicle users. |
| Second priority: | Movement of transit vehicles. |
| Third priority: | Movement of goods delivery vehicles and on-street loading where off-street loading is not feasible. |
| Fourth priority: | Movement of cars, taxis, carpools, vanpools, and tour buses. |
| Fifth priority: | Parking of passenger cars and service vehicles. |

## OBJECTIVE

PROVIDE THE TYPE AND LEVEL OF TRANSPORTATION SERVICES NEEDED TO MAINTAIN THE ECONOMIC VITALITY OF THE DOWNTOWN BUSINESS AND SHOPPING DISTRICTS.

The proper functioning of downtown is dependent upon compactness, strength of internal accessibility, and convenient access to downtown from other parts of the region. This section is concerned primarily with the need for proper circulation within downtown for vehicles and pedestrians, and with the organization of transit terminals and parking facilities.

The density of daytime downtown population and the resulting density of trips call for movement of people to take place in the most efficient and least space-consuming methods, such as walking and public transit. This in turn calls for controlling the automobile in the downtown area.

In addition to improvements in the pedestrian system and the pedestrian environment, every effort should be made to ensure that better transit service is provided so that transit increasingly becomes the prevailing method of travel.

# MOVING ABOUT

## AUTO CIRCULATION

### POLICY

Develop the downtown core as an automobile control area.

San Francisco's downtown core is an intensely populated area functioning as the region's financial, administrative, shopping and entertainment center. Within this compact area, priority should be given to the efficient and pleasant movement of business clients, shoppers and visitors, as well as to the movement of goods. A continuing effort should be made to improve pedestrian, transit and service vehicle access and circulation. These functions must have priority use of limited street and parking space. The impact of the private commuter vehicle, in particular, and excessive automobile traffic, in general, must be reduced.

### IMPLEMENTING ACTIONS

- Control growth of automobile traffic in the downtown core.

The automobile control zone, shown on Map 16, includes the most intense activity core in which private automobile use--especially during weekday business hours between 9 a.m. and 6 p.m.--should be discouraged.

To this end, location of new parking facilities should be discouraged in the core, and over time, more streets should be made transit preferential streets, transit and service malls, or pedestrian malls.

### POLICY

Organize and control traffic circulation to reduce congestion in the core caused by through traffic and to channel vehicles into peripheral parking facilities.

Traffic passing through the downtown core to reach other destinations, such as North Beach, the Northern Waterfront, Western Addition, and South of Market, should be channeled around the downtown core. This would leave space for pedestrians and vehicles with core destinations.

### IMPLEMENTING ACTIONS

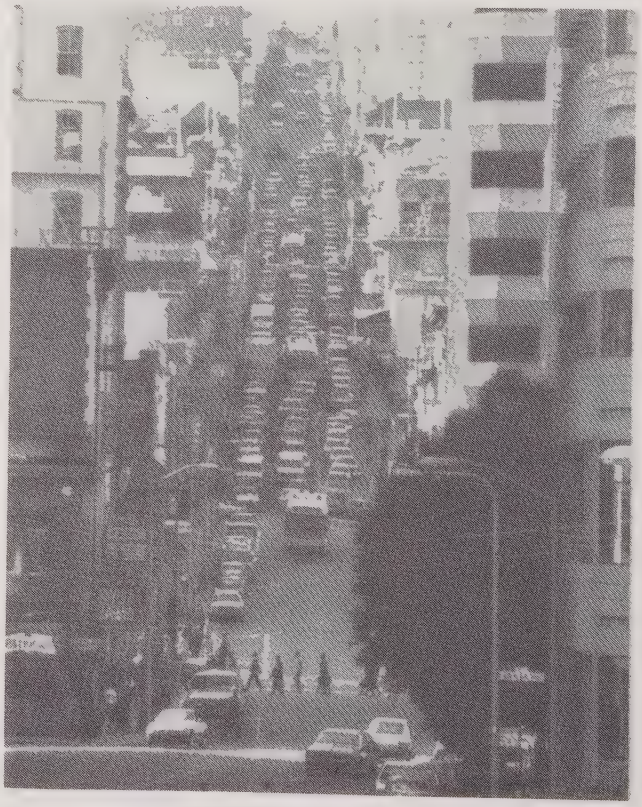
- Channel auto traffic to primary vehicular streets.

Map 16 shows the primary vehicular streets to which traffic would be channeled.

### POLICY

Locate drive-in, automobile-oriented, quick-stop and other auto-oriented uses on sites outside the office, retail, and general commercial districts of downtown.

Drive-in establishments serving customers waiting in motor vehicles, and establishments reached primarily by automobile or providing service to automobiles, are, by definition, auto trip generators. To ensure that these uses do not aggravate an already congested pedestrian and traffic situation, they should be located away from the most intensely developed downtown areas in locations that do not create conflicts with pedestrian or auto concentrations, designated transit preferential streets or residential units.



AUTOMOBILE CONGESTION Rana Ahmadi

## TRANSIT LANES

### POLICY

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Transit speed is presently slower than auto speed due to passenger stops and street congestion. If transit speed is to be improved, conflicts between automobiles and transit must be minimized. Substantial improvement can and should be achieved by giving priority to transit. This would be accomplished by the use of exclusive lanes and/or by equipping buses and trolleys with devices to trigger lights in their favor at intersections. Other actions should include restricting autos from streetcar and cable car tracks and eliminating automobile turning movements that conflict with transit vehicles.

### IMPLEMENTING ACTIONS

Transit preferential streets are identified on Map 16. The preferential treatment required varies from exclusive lanes to bus stop relocation and signal timing.

- Install and improve transit lanes on downtown streets.

Existing experimental transit lanes on the Sutter-Post, Geary-O'Farrell, and Stockton Street corridors should be made permanent and upgraded with durable markings. A program of targeted enforcement of the transit lanes and double parking in the lanes should be initiated and sustained. Additional midday transit lanes should be developed and/or improved for portions of Market, First, Fremont, Third, Fourth, and Mission Streets.

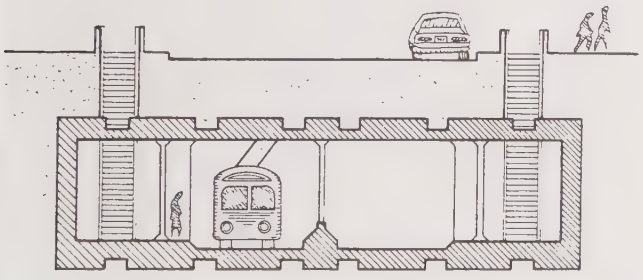


FIGURE 17 - CROSS SECTION OF SHALLOW SUBWAY

TRANSIT LANE Rana Ahmadi

- Assess the desirability and feasibility of north/south shallow subways through the downtown.

Grade separation of transit vehicles is an obvious, though expensive, alternative for improving transit accessibility and reducing street congestion.

The existing rail rapid transit subways under Market (BART and MUNI Metro) and the recommended subway under Post-Third Street (MUNI Metro) serve primary east-west transit corridors. North-south transit lines experience frequent service interruption from traffic congestion. Conceivably, north-south shallow subways could be constructed under one or more streets (First, Second, Third, Fourth, Stockton, Kearny, Montgomery, or Battery Streets) to accommodate trolley coaches (see Figure 17) .

The principal objective of a shallow subway would be grade separation and not speed. They would function as subterranean transit-only streets to provide for the uninterrupted flow of transit vehicles under congested downtown streets. Trolley coaches and/or light-rail vehicles (LRVs) would branch off and surface to operate on the street at the earliest logical point given considerations of terrain, traffic, cost and physical space to make the transition. Shallow subways would not include complex signal systems, mezzanines, elaborate stations, or exceptional ventilation requirements. Vehicles would operate under manual control and fares would be paid on board.

## SHUTTLE TRANSIT

### POLICY

Develop shuttle transit systems to supplement trunk lines for travel within the greater downtown area.

All parts of the downtown core are within easy walking distance of each other. However, greater downtown is large enough so that walking is not always convenient. Access should be improved with special shuttle systems similar in function to the shopper shuttle buses and cable cars. Access is particularly important between the Civic Center and the financial and retail districts, and between the Hall of Justice and other areas south and north of Market Street.

### IMPLEMENTING ACTIONS

- Implement MUNI bus improvements for downtown circulation.

The 42-Downtown Loop bus line circulates through the downtown area clockwise and counterclockwise. The route includes several of the major transit centers and surrounding areas such as Civic Center, Van Ness Avenue corridor, Fisherman's Wharf, Levi Plaza area, Financial District, First Street corridor, Hall of Justice, and the SP/Caltrain Depot. On this route service should be increased and improved commensurate with growth of the downtown. Other surface routes of MUNI provide internal service for the downtown. Improved public information concerning existing routes, would increase the usefulness of this service.

- Refine proposals and implement the MUNI "E" and "F" streetcar lines.

As downtown continues to grow, some form of "intra-downtown" transit will be required to maintain convenient face to face communications and provide for internal circulation. The proposed "E" and "F" streetcar lines, operating in combined service, would interconnect every transit center and terminal serving the downtown except the airport bus terminal on Ellis Street. They would provide for internal trips that could connect development to the south of downtown with the northern waterfront and Fort Mason to the north. They would also connect the Civic Center on the west, to Transbay Terminal, the Ferry Building and the proposed Special Development District south of Mission Street on the east.

- Implement additional shuttle transit.

The downtown transportation plan map identifies three potential shuttle routes to connect portions of the downtown with surrounding activity areas and peripheral parking garages. One shuttle is envisioned as connecting Showplace Square with the Civic Center, MUNI Metro/BART, and Brooks Hall. A second would connect the retail area, hotels, MUNI Metro/BART, with YBC, Moscone Center, peripheral parking garages near the freeway, and south to the SP/Caltrain Depot and beyond. The third shuttle would serve the financial district, MUNI Metro/BART, Transbay Terminal, Second Street Corridor, peripheral parking, SP/Caltrain Depot, and beyond. These shuttles would not be restricted in use to a particular employee or activity. They might be operated by a public or private transit operator. A proliferation of single-purpose private shuttles by hotels, health clubs, restaurants, single employees, showrooms and associations should be discouraged as inefficient use of vehicles and limited street space.

## TAXIS

### POLICY

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists, but for many residents and workers in the city who either do not have a car or who find regular transit service inconvenient for a particular trip, or both. The elderly often rely on taxis for necessary shopping trips and for reaching medical facilities, as do many others without automobiles when transit is not available. Although taxis should continue to be regulated, competition should be encouraged for improved service and low fares.

### IMPLEMENTING ACTIONS

- Initiate a feasibility study for a second type of taxi service.

As the downtown expands and as projects and proposals for the immediate surrounding area materialize, the need for more taxis will expand. Taxicabs are used extensively in other cities because there are so many of them; their fares are relatively low and they are almost always available. San Francisco should rely more heavily on taxis for short trips within downtown.

A second type of taxi service could be created that focuses on the need for internal transit within the downtown and immediately surrounding areas. These cabs would be restricted to this central city area and would not be able to accept fares to points outside the county or to the airport. These urban cabs would be smaller compact cars and all would be required to adopt the same distinctive color and markings for easy identification. Urban cabs would have fixed zone fares and would be capable of accepting several passengers with different destinations (on the model of Washington, D.C.), and might or might not have two-way radios. To assure circulation, the urban cabs would not be permitted to wait for passengers at hotel taxi stands.

## SHORT-TERM PARKING

There are 2,500 metered on-street parking spaces in the C-3 zones. These spaces are all available for short-term use. There are also 38,800 off-street spaces (see Table 22). The percentage of off-street parking spaces used for short-term parking (less than four hours) ranges from 16% to 75%--depending on the distance to the core area and operating policies of each individual garage.

In general, publicly owned parking garages have policies in favor of short-term parking (for example, 50¢ for the first hour, $10 for 7 hours or more), while privately owned garages have rates favoring long-term parking (for example, $3.00 for the first hour, $12 for 8 hours or more).

TABLE 22

OFF-STREET PARKING, DOWNTOWN, 1982

| Zoning | Commercial | Private | Hotel | Gov't | Total |
|---|---|---|---|---|---|
| C-3-O | 10,776 | 1,848 | 1,068 | 21 | 13,713 |
| C-3-R | 4,201 | -0- | 219 | -0- | 4,420 |
| C-3-G | 8,425 | 1,727 | 1,436 | 41 | 11,629 |
| C-3-S | 7,319 | 1,509 | 197 | -0- | 9,025 |
| TOTAL | 30,721 | 5,084 | 2,920 | 62 | 38,787 |

### POLICY

Encourage short-term use of existing parking facilities within and adjacent to the downtown core by converting all-day commuter parking to short-term parking in areas of high demand or to car/van pool parking where short-term parking demands are low.

The need for short-term parking (generally, less than four hours) is greatest adjacent to the downtown core for shoppers, visiting businessmen and others who, for various reasons, do not find transit service convenient. Rather than providing new parking facilities, space should be provided in existing facilities by converting long-term spaces to short-term spaces.

On the other hand, commuters generally have convenient transit service available and should be discouraged from using these parking facilities by high charges on all-day use. Conversion might also help to relieve rush-hour congestion since short-term parking is generally used by persons traveling during non-rush hours. In addition, parking facilities within and adjacent to the downtown core should provide for vehicles driven by or operated for the physically handicapped.

The amount of short-term parking provided in this way should be carefully monitored. Short-term parking spaces attract more automobiles per day than long-term spaces and do so during the midday periods when street capacity is reduced by street parking and loading. Too much short-term parking would attract trips that otherwise would be made by transit and could add substantially to midday congestion. Therefore converting long-term parking to short-term parking should be re-evaluated within five years.

POLICY

Provide needed additional short-term parking facilities in peripheral locations around but not within the downtown core, adjacent to major thoroughfares.

Within the most densely developed and most intensively used downtown core, highest priority should be given to adequate provision for pedestrian and transit vehicle movements. Automobiles should be intercepted at short-term parking facilities located around the core next to major thoroughfares so that uncongested movement and high internal accessibility may be provided within the core.

These parking facilities should be designed as replacements for those on-street spaces preempted by goods delivery or pedestrian needs within the core. Frequent transit service and adequate pedestrian-ways should be provided for the final link of these trips (see Map 16).

IMPLEMENTING ACTIONS

- Expand Sutter-Stockton garage.

Four hundred and fifty parking spaces should be added to the Sutter-Stockton garage to serve short-term parking demand in the retail district.

IMPLEMENTING ACTIONS

- Set parking rates to favor short-term parking.

Commercial garage parking rates tend to favor long term and monthly commute parkers over the short-term parkers. Rates frequently exceed $3 for the first hour and decline to all-day rates of $10 or less.

Parking rates should be set in favor of short-term users. The fourth-hour rate should be no lower than four times the first-hour rate and the eighth-hour rate should be no less than ten times the first hour rate. Not only would this reduce congestion during the peak commute period by relocating long-term commute parking outside the downtown, it would also increase the short-term parking supply without adding new parking spaces downtown.

POLICY

Make existing and new accessory parking available to the general public for evening and weekend use.

Some existing parking garages, especially those in the office buildings, are closed at night and on weekends. Instead of providing additional parking spaces at certain locations, those spaces should be made available to the general public for nighttime and weekend users. Parking garages in the Embarcadero Center are good examples.

## OFF-STREET LOADING FACILITIES

The financial and retail districts have a total of 1,150 loading spaces midday. The number is reduced to 520 after 1 p.m., when some of the special truck loading zones become available for auto parking. Blocks with loading deficiencies are shown on Figure 18.

FIGURE 18 - STREET WITH DEFICIENCY IN LOADING SPACES

### OBJECTIVE

IMPROVE FACILITIES FOR FREIGHT DELIVERIES AND BUSINESS SERVICES.

The need for adequate facilities for freight deliveries and daily services to businesses will increase as downtown grows. As a result, the conflict between the movement of goods and services and the movement of customers, employees and visitors, whether on foot, by transit, or in private vehicles, will increase.

### POLICY

Require off-street facilities for freight loading and service vehicles in all new developments sufficient to meet the demands generated by the intended uses, and seek opportunities for new facilities for old buildings.

The Planning Code provides standards for off-street freight loading facilities for new development. These should be reviewed continually to determine their adequacy. Since the standards do not apply to existing buildings, it is also necessary to look for ways to improve their off-street facilities.

### IMPLEMENTING ACTIONS

- Revise Planning Code regarding off-street loading provisions.

The existing loading requirements in the Planning Code are inadequate and should be revised as shown on Table 23.

TABLE 23

OFF-STREET FREIGHT LOADING AND SERVICE VEHICLE SPACE REQUIREMENTS

| Use or Activity | Gross Floor Area of Structure or Use (square feet) | Number of Off-Street Parking Spaces Required |
|---|---|---|
| Offices and Banks | | 0.1 space per 10,000 sq. ft. of gross floor area (to the closest whole number as provided in § 153 of the Code |
| Restaurants, Bars, and Drug Stores | | 1.7 spaces per 10,000 sq. ft. of gross floor area (to the closest whole number as provided in § 153 of the Code) |
| Retail Stores, Wholesaling, Manufacturing, and All Other Uses Primarily Engaged in Handling Goods | 0 - 10,000 | 0 |
| | 10,001 - 50,000 | 1 |
| | Over 50,000 | 0.21 spaces per 10,000 sq. ft. of gross floor area (to the closest whole number as provided in § 153 of the Code) |
| Hotels, Apartments and All Other Uses Not Included Above | 0 - 100,000 | 0 |
| | 100,000 - 200,000 | 1 |
| | 200,001 - 500,000 | 2 |
| | Over 500,000 | 3 Plus 1 space for each additional 400,000 sq. ft. |

NOTES:

1. In the case of mixed uses in the same structure, on the same lot or in the same development, or more than one type of activity involved in the same use, the total requirements for off-street parking, freight loading and service vehicle spaces shall be the sum of the requirements for each use or activity computed separately, including fractional values.

2. When the calculation of the total required number of off-street parking, freight loading and service vehicle spaces results in a fractional number, a fraction of one-half or more shall be adjusted to the next higher whole number of spaces, and a fraction of less than one-half may be disregarded.

POLICY

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.

Wherever possible, access to off-street loading and service vehicle facilities should be provided from nonpedestrian alleys and minor streets, rather than transit preferential streets or major arterials (see Map 16). This would minimize safety hazards and disruptions to pedestrians and traffic flow. Where many loading and service bays are provided or the number of truck trips is high, conflicts with pedestrians and vehicles should be minimized by provision of a service driveway and maneuvering area self-contained within the structure.

IMPLEMENTING ACTIONS

- Incorporate into the Planning Code rules regarding the appropriate location for off-street building service facilities.

POLICY

Encourage consolidation of freight deliveries and night-time deliveries to produce greater efficiency and reduce congestion.

Even if off-street loading facilities were adequate, there would still be conflicts between vehicles delivering goods and other vehicular and pedestrian traffic. Deliveries that must be made across the sidewalk from on-street loading spaces disrupt pedestrian movements and increase accident potential. A system of consolidating deliveries to downtown firms should be developed, with emphasis on deliveries during the late evening and early morning periods. Deliveries in the early afternoon when the daytime population of downtown reaches its peak should be discouraged.

Most major hotels create a large number of tour bus movements as formal sightseeing tours, group travel to airports or convention sites, or group travel under contract for airline crews. By the nature of these trips, loading and unloading times for tour buses is long and causes severe traffic problems if buses are allowed to park on downtown streets.

IMPLEMENTING ACTIONS

- Incorporate the requirements for tour bus loading, shown in Table 24, into the Planning Code.

POLICY

Provide limited loading spaces on street to meet the need for peak period or short-term small deliveries and essential services, and strictly enforce their use.

On-street loading and stopping spaces should continue to be required to accommodate peak period and short-term demands for small delivery vehicles and essential services. Strict enforcement to restrict these spaces to the vehicles and time limits for which they are intended is essential. In general, workers performing lengthy deliveries or repairs should be required to use off-street parking facilities for their vehicles.

POLICY

Require large new hotels to provide off-street passenger loading and unloading of tour buses.

TABLE 24

OFF-STREET TOUR BUS LOADING REQUIREMENTS

| Number of Hotel Rooms | Number of Off-Street Loading Spaces Required |
|---|---|
| 0-200 | 0 |
| 201-350 | 1 |
| Each additional 300 rooms | 1 |

## PEDESTRIANS

Walking is the most universal, efficient, flexible and energy-saving way of travel. San Francisco is inherently suited for walking because of its climate and the compactness of downtown.

In San Francisco approximately 20,000 residents walk to their downtown workplaces. Thousands of commuters walk to and from transit stations and regional transit terminals. By the year 2000, more than 100,000 employees will be added to the C-3 district. This means that by the turn of the century, at peak periods, some 300,000 workers may be walking on downtown streets.

Today pedestrians to some extent are experiencing congestion at peak periods along Montgomery, Stockton, Fremont, and First Streets. At many street corners throughout the downtown, congestion occurs when people wait to cross the street. Street corners also are the location for many amenities and street installations such as newspaper racks, traffic signal boxes, signposts, street lights, fire alarms, mail boxes, trash cans, telephone booths, and flower stands. These reduce space even further. Passenger lines at bus stops represent another obstacle for pedestrians. Pedestrian movement also conflicts with goods delivery at service entrances and sidewalk elevators.

At several locations along Market and Mission Streets, a relatively high number of pedestrian accidents have been recorded. Although routing the streetcars underground has reduced the hazard, a number of locations are still potentially dangerous.

OPEN SIDEWALK ELEVATOR

Rana Ahmadi

### OBJECTIVE

IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE CORE, TO PROVIDE FOR EFFICIENT, COMFORTABLE, AND SAFE MOVEMENT.

### POLICY

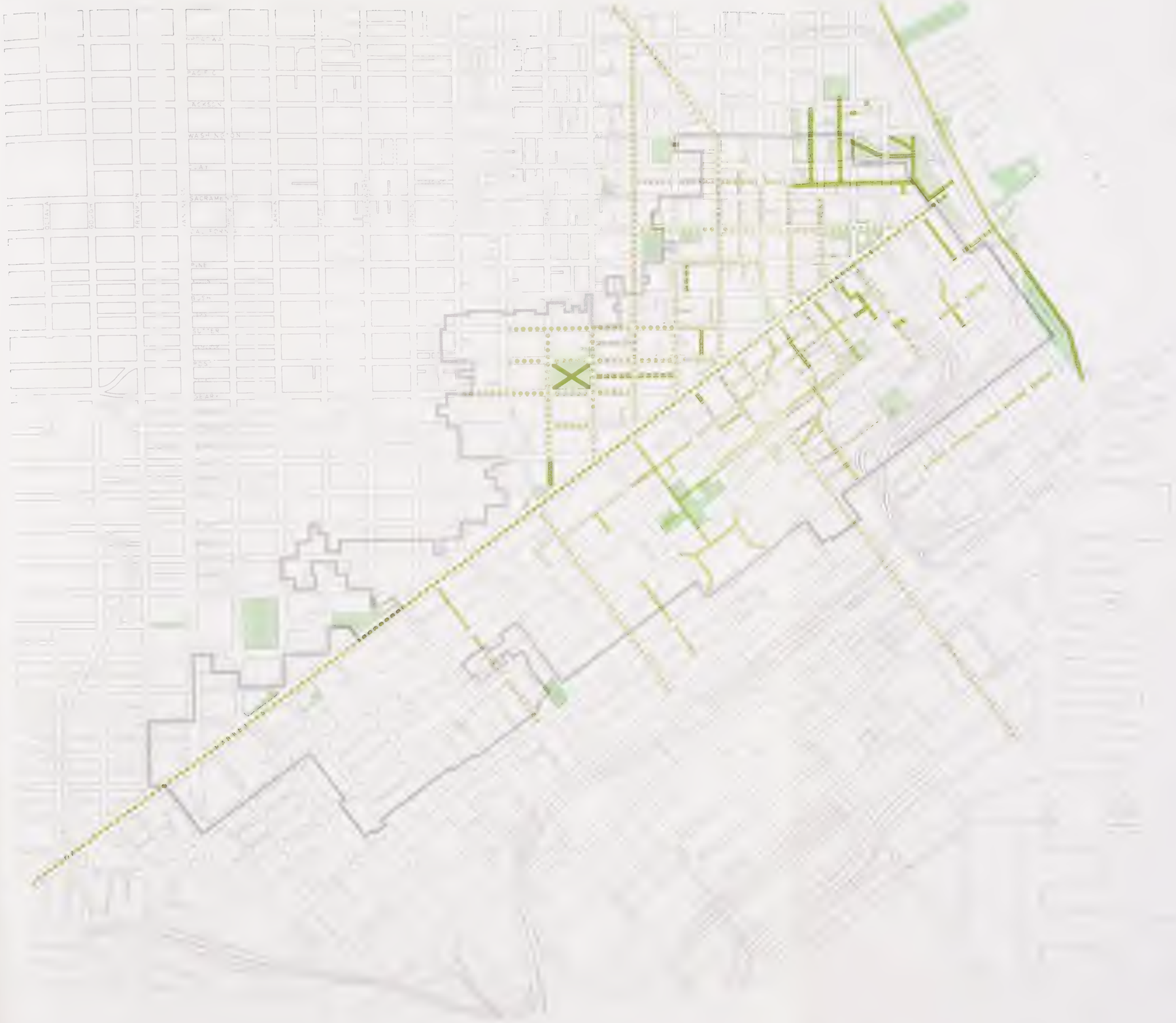
Provide sufficient pedestrian movement space.

Where pedestrian volumes compared to other transportation modes so warrant, additional pedestrian capacity should be taken from traffic or parking lanes. At other locations, where appropriate, arcades or building setbacks adjacent to an existing sidewalk should be developed. In areas of highest pedestrian volumes, more parallel, through-block pedestrianways should be provided if they can serve as convenient links among destinations without encouraging jaywalking.

### IMPLEMENTING ACTIONS

- Implement proposals for arcades and through block pedestrianways as shown on Map 17 and listed on Figure 19.

Map 17




EXIST-ING | PRO-POSED

- Exclusive Pedestrian Walkway
- Part-time Pedestrian Street
- Pedestrian/Service Street
- Pedestrian Oriented/ Vehicular Street

- Open Space
  Existing, Planned & Proposed
- Proposed
  C-3 District Boundary

N

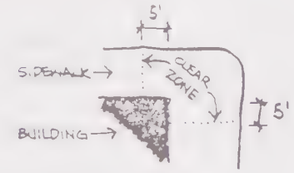
## PEDESTRIAN NETWORK

# FIGURE 20 - PEDESTRIAN IMPROVEMENT STANDARDS AND GUIDELINES

To continue to improve and enhance the pedestrian environment, as well as provide sufficient pedestrian movement and standing space, various standards should be used as guidelines in downtown planning and development. They should be incorporated into the review process of proposed downtown developments as well as into plans for street and sidewalk improvements. These standards serve to guarantee the consideration of pedestrian safety and convenience in decisions affecting downtown development. The following presents the recommended standards:

## 1. CLEAR ZONES

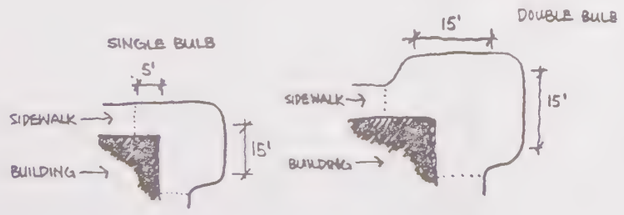
To ease problems of crowding at corners, fire-pull boxes, pedestrian information signage, police call boxes, etc., should be removed from the immediate corner areas. Mail boxes, mail storage boxes, newspaper vending machines, etc., should be pulled out of special zones at the corners designated as "clear zones". Clear zones extending five feet back from the property lines at each corner were established to facilitate pedestrian movement and to provide pedestrian reservoir space. Only items essential to vehicular and pedestrian safety and flow would be permitted to remain within the clear zones. Fire hydrants, street lights and other permanent fixtures not required in the clear zone shall be removed to locations outside of the clear zone when repair or replacement of those items is required and as funds become available.




## 2. CORNER "BULBING"

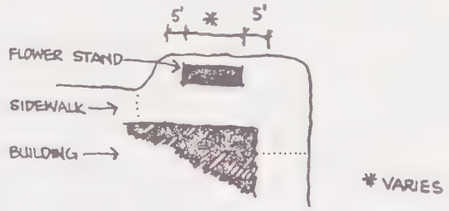
Where requirements for pedestrian reservoir space are acute and space can be obtained from existing parking or through traffic lanes, corner "bulbs" should be created. Corner bulbing serves to reduce pedestrian crossing distance, thus improving safety as well as providing needed pedestrian movement and reservoir space, concurrently allowing for some channelization of vehicular traffic. Typically corner bulbs extend down the face of a block for a minimum of 15 feet between curb tangent lines. At bulbed corners, the clear zone shall include the entire bulb.

Clear zone standards must be upheld on bulbed corners in order not to reduce sight line visibility.



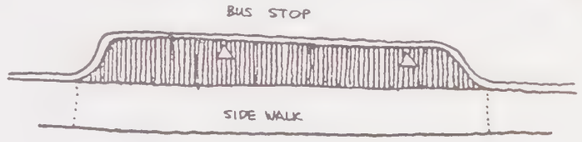

## 3. FLOWER STANDS

Flower stands are recognized as a unique asset to the urban fabric of San Francisco, and as such are welcomed additions to the streetscape. They add color and rich, varied detail to many corners in the Central Business District (CBD) and are part of the street life of the city that helps give urban streets a pleasant "human face". Unfortunately, placement of flower vending stalls often constricts or interrupts pedestrian flow. To avoid this problem, flower stalls should be relocated, when possible, to corner bulbs or to areas where sidewalks have been widened. Where flower stands have been relocated, the size of the corner bulb shall be adjusted to accommodate the stand. These stands are the only nonessential furniture allowed in the clear zones and they shall be located five feet back from the property lines at the corners.



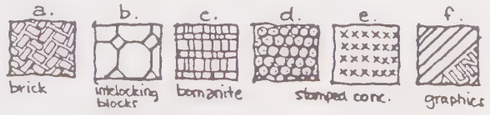

## 4. MUNI PATRON AREAS

Where possible, sidewalk widths should be increased without sacrificing vehicular traffic movement. Particularly where MUNI stops occur, an effort should be made to provide extra, sheltered reservoir space for MUNI patron queuing, distinct from normal pedestrian flow. Limited bulbing should be used for this specific purpose. To further distinguish MUNI patron areas from pedestrian flow corridors, MUNI patron areas should be uniformly paved with brick or other spcial paving materials such as Bomanite, interlocking concrete paving blocks, colored concrete, stamped concrete, or graphically painted areas. Materials that are attractive yet relatively maintenance-free are suggested. Uniform paving and landscaping for all MUNI stops should be provided to make stops readily identifiable by both MUNI patrons and other pedestrians.



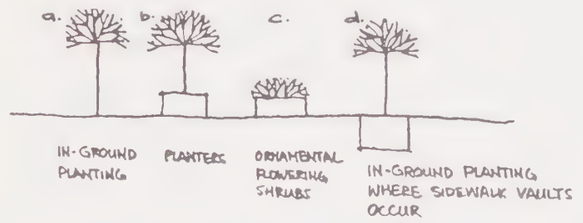

## 5. PAVING MATERIALS

Decorative pavement materials should be provided where appropriate to enhance the pedestrian environment and delineate the patterns of vehicular traffic from the patterns of pedestrians at intersections. However, in order to efficiently maintain the pavement as well as limit the cost of implementation and maintenance, the number of material types to be used should be kept to a minimum.

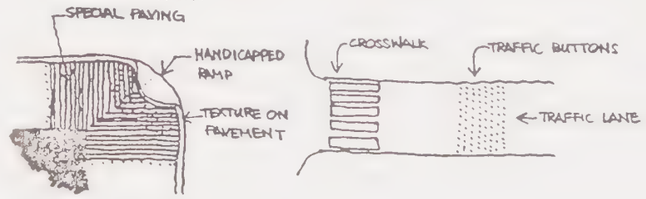



## 6. TREES AND OTHER PLANTINGS

Where sidewalk vaults and elevators do not exist, trees should be planted in the ground, thus increasing the effective sidewalk width while preserving the qualities of foliated urban streets. Where direct planting and planter reorganizatior have been impossible or ineffectual, trees should be selectively eliminated from the street. This could be undertaken as a temporary, "stop-gap" solution until redevelopment or funding can be made available for removal of sidewalk valuts or sidewalk widening to permit direct in-ground planting. On sidewalks where trees are removed, flowering ornamental shrubs in small, less obtrusive containers might be located in building recesses or other locations.




The use of special paving or special markings in crosswalks identifies the crosswalk as a pedestrian-vehicle interface. Raised pavements at pedestrian crossings, and warning texture such as safety bumps in traffic lanes before crossings and bollards also contribute by alerting both pedestrians and motorists to use caution as they enter these interface areas. Special paving and/or colors at corner clear zones as well as raised textures at MUNI stops and corners are added cautionary devices for all pedestrians, and textures are of special improtance to visually impaired pedestrians. Special pavement treatments should not become safety hazards to pedestrians, bicyclists, or motorcyclists when wet and slippery.



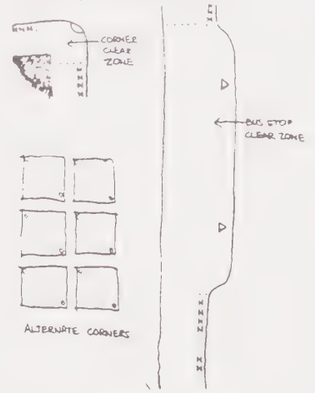

## 8. SIDEWALK ELEVATORS

Where sidewalk elevators exist there is unavoidable temporary pedestrian inconvenience. This is an unpleasant reality, but not of critical importance except in areas where elevators are habitually left open, whether in use or not. The drastic reduction in effective sidewalk width is both an impediment to pedestrian flow and an eyesore. It is hoped that increased citation of such offenders will remedy the problem. Future development should follow the Master Plan, which calls for no additional sidewalk elevators in the downtown area. In support of the Master Plan stipulation, this study found that there is less interference to pedestrian flow by carrier unloading and loading across the sidewalk than by carriers unloading using the sidewalk elevators.

## 9. NEWSPAPER VENDING MACHINES

The proliferation of newspaper vending machines, often in the same immediate areas where the same newspapers are sold by news vendors in stalls, has become a major impediment to satisfactory pedestrian flow. As a first step in reducing the adverse effect that these machines have on pedestrian movement, they should be removed from all clear zones and all MUNI stops. Vending machines shall not be permitted over street elevators and they shall not block delivery of goods to elevators, nor shall they restrict loading/unloading of passengers or freight where curbs are marked for that activity. The ideal location for news vending machines is next to a red curb that is not marked for a bus stop. Areas near corners might be set aside for the placement of a few machines, but they should be limited in number so as not to present an impenetrable barrier to pedestrians.

The City should devise a systematic approach to machine placement that would begin to rationalize the space allocated to vending machines, especially in critical pedestrian flow corridors. An "alternate corner" placement of machines might be one acceptable approach (it has been followed in these drawings) that would give pedestrians ample access to news vending without sacrificing pedestrian movement unduly. Alternate corners would be cleared of any vending machines at all, and with limited use of block faces, all of the existing vending machines could easily be accommodated.




## 10. SIDEWALK VAULTS

To reduce the expense and inconvenience of planting trees in the ground (thus allowing planter boxes to be moved from the path of pedestrians), storage space extending under the sidewalk should not be allowed. The Building Code should specify this provision.

## 11. CONSTRUCTION AISLEWAYS

A minimum width for construction barricade pedestrian aisleways should be maintained and enforced during construction of a building. For adequate two-way pedestrian maneuvering in construction aisles, the width without special approval should be five feet. The absolute minimum width which could be obtained with special permission should be 4.5 feet.

## 12. TRAFFIC/PEDESTRIAN SIGNALS, DIAGONAL CROSSING SIGNS AND FIRE PULL-BOXES

In numerous locations around the CBD, traffic/pedestrian signals, signs indicating "scramble" system pedestrian crossings and fire pull-boxes are located directly on the corner, well within the clear zones that have been established in thius study. Nowhere are these obstructions more in evidence and more detrimental to smooth pedestrian flow than on Montgomery Street. As impediments to pedestrian movement, they are not as easily dealt with as mail boxes, news vending machines and other less permanent items. Nevertheless they are annoying and often dangerous obstacles in the path of peak-hour crowds, and where possible they should be removed or relocated. Signs indicating "scramble" crossings could be immediately remounted on the pedestrian signals themselves and fire pull-boxes could be immediately eliminated entirely. Traffic and pedestrian signals as well as street lights and MUNI power poles that fall within clear zones should be relocated outside of the zone as soon as it is economically feasible and expedient.

## POLICY

Minimize obstructions to through pedestrian movement on sidewalks in the downtown core.

Many conveniences and amenities on downtown sidewalks would be easier to enjoy if properly located to avoid conflict with pedestrian movement. Criteria for location of newspaper vending machines, flower stands, and other facilities and amenities such as trees, should consider the need for adequate space for through movement.

## IMPLEMENTING ACTIONS

- Prepare and adopt clear zone legislation.

Clear zone legislation should regulate the types of items that are permitted within the public right-of-way for an area extending five feet back from the property lines at each corner (see Figure 20). The legislation should also prohibit the use of sidewalk elevators for new buildings.

PEDESTRIAN OBSTACLES AT CORNERS Rana Ahmadi

## POLICY

Ensure convenient and safe pedestrian crossings.

Where streets are designed for high volumes or relatively fast movement of vehicles, adequate provision should be made for safe and convenient pedestrian crossings. This is especially important where large numbers of pedestrians cross the street. These streets should have adequately-timed lights at intersections to allow safe crossings. Where large pedestrian volumes so warrant, similar provisions would be installed at midblock crosswalks. In locations where large numbers of vehicles and pedestrians coincide, grade separations might be necessary.

Where large numbers of pedestrians cross the roadway outside the intersection or midblock crosswalk, the location of the crosswalk should be realigned to coincide with the desire line, or steps taken to prevent the pattern of jaywalking.

## IMPLEMENTING ACTIONS

- Construct pedestrian bridges at the locations listed on Table 25.

## POLICY

Create a pedestrian network in the downtown core area that includes streets devoted to or primarily oriented to pedestrian use.

Based on major pedestrian destinations and use generators, a pedestrian network should be developed to minimize conflicts between pedestrians and vehicular traffic. Such a network should include closure of streets to private automobiles and/or trucks, at least during those hours when pedestrian volumes and demand are at critical levels. Such a network should also include plazas, arcades, and open spaces required in major new development. Land uses adjacent to major links in the pedestrian network should be of interest and utility to pedestrians.

TABLE 25

PROPOSED PEDESTRIAN BRIDGES

| Name of Right-of-Way | Cross Streets | Proposed Treatments |
|---|---|---|
| Over Mission | Between First and Fremont | Construct pedestrian bridge and through-block pedestrian walkway from Transbay Terminal to Market. |
| Over Mission | Between Fourth and Fifth | Construct pedestrian bridge from city-owned parking garage to north side of Mission Street. Possibly provide 2nd story linkages to the Emporium, Apparel Mart, and new development on Market and Fifth. |
| Over Mission | Between Third and Fourth | Construct pedestrian bridge over Mission Street, facilitating upper story connection between YBC's Central Block I and II. |
| Over Howard | Between Third and Fourth | Construct pedestrian bridge over Howard Street to connect the Moscone Convention Center to YBC's Central Block II and further north to Market Street. |

## IMPLEMENTING ACTIONS

- Develop a pedestrian network.

The proposed pedestrian network covers the whole of downtown (see Map 17). It would connect the main pedestrian generators and destinations such as the transit stations, the East Bay Terminal, and the Ferry Building. It would tie together the Financial District with the Shopping District, Yerba Buena Center, and the rest of the South of Market. At various locations, the walkways should widen into open spaces and then link up with the major parks and the waterfront promenade.

Basic components of the pedestrian network are the sidewalks of "pedestrian-oriented streets." These are streets with high pedestrian volumes, connecting important destinations and bordered by interesting storefronts and attractive land uses. These streets will continue to carry automobiles and transit, but their sidewalks should receive special treatments to make walking comfortable and pleasant.

Some street environments, because of their intimate scale, attractiveness, and pedestrian-oriented land uses should become part of the pedestrian network and be closed off to all traffic except emergency and transit vehicles. These streets should receive sunlight during lunch time by keeping adjacent buildings sufficiently low. They stretch over a portion of a block, as on Second Street from Market to Stevenson Streets, or cover a whole block, as on Front Street from California to Sacramento Streets or on Sansome Street from Market to Bush Streets.

Many of the alleyways north and south of Market Street would be part of the pedestrian system either as exclusive pedestrian walkways, such as Ecker Street, or as lunchtime malls, such as Belden Street and Maiden Lane, which should be turned over to pedestrians at certain times of the day. Other alleys have to be available for service at all times. The walkway system should include through-building passages (similar to the one in the Flood Building and One Market Plaza) and through-block walkways (as through the Bechtel block). For some alleyways, arcades are proposed to emphasize their special functions within the pedestrian network. The network should also include new pedestrian linkages that transversely cut through the long South of Market blocks. This should shorten walking distances and accommodate the main direction of pedestrian flow.

## POLICY

Improve the ambience of the pedestrian environment.

Attractive pavement, trees, containers with seasonal flowers, street lights, colorful banners and awnings should be added to the streets, as well as benches and small sitting areas where people can rest and watch the street life.

## IMPLEMENTING ACTIONS

- Implement the improvement projects proposed for downtown streets and alleys.

To make walking a pleasant experience, an array of improvement projects have been developed, amenities proposed, and guidelines and standards drawn up. The improvements have been summarized and listed on Figure 20. (They are described in detail and illustrated in a report entitled Summary of Proposed Street Improvements for San Francisco's Downtown.) The Pedestrian Improvement Standards and Guidelines (Figure 20) on the back of Map 17 would be generally applied to downtown streets.

### PEDESTRIAN NETWORK CLASSIFICATION OF ELEMENTS

Certain streets, alleys, and other rights-of-way in the downtown core area exist where varying degrees of priority should be given to pedestrian use. They have been included in the network on the basis of the following considerations; existing small scale street spaces; existing pedestrian-oriented features and amenities (e.g. sitting areas, planters); and public acceptance as pedestrian space.

Their are four types of pedestrian streets. Their characteristics are as follows:

- Exclusive Pedestrian Walkways (With/Without Cable Cars)
  - -- vehicles prohibited, (emergency vehicles excepted)
  - -- permanent change of use of public rights-of-way
  - -- paved-over roadway
  - -- landscape treatment
  - -- street furniture
  - -- food concessions, street vendors permitted
- Part-Time Exclusive Pedestrian Streets
  - -- vehicles prohibited at certain hours to free street space for exclusive pedestrian use
  - -- adjacent land uses permitted to expand into the public rights-of-way (e.g. restaurants)
- Pedestrian/Service Streets
  - -- pedestrian treatment in pedestrian areas only, or in those portions of the vehicle right-of-way which are not needed for service
- Pedestrian-Oriented Vehicular Streets

  Vehicular streets on which design measures to improve mobility and render existing pedestrian space more pleasant and efficient include:
  - -- removal of pedestrian obstructions
  - -- relocation of newspaper vending boxes
  - -- consolidation of signs, stanchions, etc.
  - -- sidewalk widening/intersection bulbing
  - -- restrictions of vehicles except for transit
  - -- special treatment of pedestrian crossing (e.g. brick crosswalks)
  - -- turning restrictions at intersections
  - -- relocation of transit stops
  - -- introduction of clear zones at street corners
  - -- tree planting
  - -- street furniture

ECKER STREET, EXCLUSIVE PEDESTRIAN WALKWAY

Malcolm Lubliner

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